

1999 Annual Report



*Reaching out to
serve the public*

The Michigan Department of Corrections

Prisoners from the Kalamazoo Corrections Center took apart a pole barn in sections that were to be reassembled at another location. The prisoners were credited with saving a pole barn at the Kalamazoo County fairgrounds that would have gone straight to the land fill had crew members not disassembled it and saved the parts.

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The Michigan Department of Corrections

April, 2000

Dear Michigan Citizen:

A letter from Director Bill Martin

One of the biggest pleasures I have had since becoming director of the Michigan Department of Corrections has been meeting and working with the fine, professional men and women who do the tough work of protecting the public by skillful management of convicted felons.

I think the public would be surprised and gratified at the caliber of employees who manage the state's convicted felons. They would be warmed and heartened by the tales of courage and perseverance I've heard -- the saving of lives, the self-sacrifices made to do a good job, the risks taken for others.

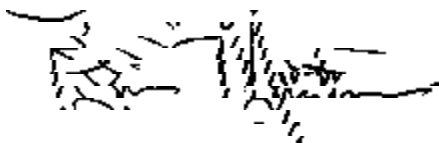
The other pleasure I've had is being able to oversee one of the most positive and exciting projects this department and this state have ever undertaken -- the construction of housing and housing components by prisoners for low-income families.

The department began working with Habitat affiliates and the Michigan organization in 1998 building wall panels, kitchen cabinets and providing landscaping plants.

In 1999, we made a commitment to go much further. Following the enthusiastic lead of Gov. John Engler, we are determined to become a much more positive force in this state. We will take the energy of the men and women under our supervision and focus it on the housing needs of low income families in this state. In the process, we will help the less fortunate and give convicted felons the skills they need for successful reintegration as well as a sense of service and of accomplishment, something many have not had in the past.



Martin with 1999 Officer of the Year Yolanda Perez-Glass



Bill Martin, Director

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Achievements

The complex business of running one of the nation's largest correctional systems in a safe, humane and cost-effective way continued with vigor in 1999.

The MDOC approached its responsibilities on various fronts: reaching out to assist citizens and taxpayers with offender resources, providing communities throughout Michigan with the financial support needed to deal with their offenders, supporting legislation that would save taxpayer dollars through reducing frivolous lawsuits, operating as cost-effectively as possible, monitoring offenders living in communities throughout Michigan to increase public safety, providing substantial educational and substance abuse treatment resources to offenders to increase the chances of their successful reintegration and supporting employees through training, policies and recognition.



1. Reaching Out

The kind of behavior that society demands can start and be nurtured in a correctional setting.

Offenders can be required to make contributions to the communities they damaged with their crimes.

Not only does this "pay back" society, it gives an offender a sense of achievement, something positive to build on for the future.

The MDOC also sees a direct responsibility to the public in preventing escapes of felons incarcerated in state prisons and to the victims of crime.

Habitat for Humanity

Since the department began working with the Habitat for Humanity of Michigan in 1998, employees and prisoners have taken the effort to heart.



Neighbors gather for dedication of Habitat House in Morrice. The wall panels were built by prisoners at the Saginaw Correctional Facility in Freeland.

During late 1998 and 1999, prisoners helped build nearly 60 houses that were erected at communities throughout Michigan.

Prisoners at the Saginaw Correctional Facility were the first to take on the job of building wall panels inside the prison to be transported to sites where they could be assembled by volunteers. Later, prisoners at the Handlon Michigan Training Unit and the Mid-Michigan Correctional Facility were enlisted to help build the panels.

Besides the wall panels, prisoners have built cabinets, knit afghans and grown plants for the homes.

In mid-1999, the MDOC hired a full-time habitat coordinator to guide its efforts to greatly increase the department's participation in building homes for disadvantaged families.

Beginning in 2000 this coordinator began designing a process that will allow the department to mass produce housing components as well as build entire houses.

Forming partnerships with local communities

Statewide, nearly 28,000 offenders who might have come to prison in 1999 had it not been for the sanctions and programming available in communities throughout the state were enrolled in programs funded in

whole or in part by the MDOC.

For the right offender, community sanctions instead of a prison sentence are the most cost-effective way to go. Not only do they protect the public, they save the precious resources of the Michigan taxpayer.

The Office of Community Corrections (OCC) in the MDOC administers Public Act 511 which was passed in 1988 to reduce prison commitments through support of community corrections.

Since 1991, more than \$190 million has been awarded to Michigan counties to help them better manage offenders. By doing so, expensive

prison beds are being reserved for dangerous and persistent felons.

Of those funds, more than \$10 million has been committed to help counties expand jail capacity or increase the availability of beds in residential programs.

In addition to the \$190 million, more than \$90 million has been paid to counties under the county jail reimbursement program.



Ready for Inspection -- This boot camp graduate is being supervised in a residential program in Flint.

The program, that started in 1989, pays counties for housing offenders who would have otherwise received prison sentences. During the 1999 fiscal year alone, the department paid nearly \$18 million to counties for housing 3,100 offenders who absent this program would have been sentenced to prison.

One of the end results of this community support by the MDOC has been a decline in the state's prison-commitment rate.

Since 1989, a total of 80 of Michigan's 83 counties have participated in the program by forming single-county, multi-county and city-county community corrections advisory boards which guide the design of a plan to best meet the needs of a particular county or a group of counties.

Without the reduction in prison commitments over the past eight years, the state's prison population would be much higher than it currently

is. State support of local community sanctions has been a major contributor to that reduction.

Public Service Work Tackling unwanted but necessary jobs

Offenders represent a potential work force for Michigan's communities.

They can tackle jobs, such as highway clean-up and cemetery and park maintenance, that otherwise might go undone because of economic constraints.

The MDOC has made public service a priority. Requiring offenders to help their communities is a good way to begin the task of repaying society for the cost of crime. A valuable service is offered both for the citizens of Michigan and for offenders, who can gain a sense of self-worth from their efforts.

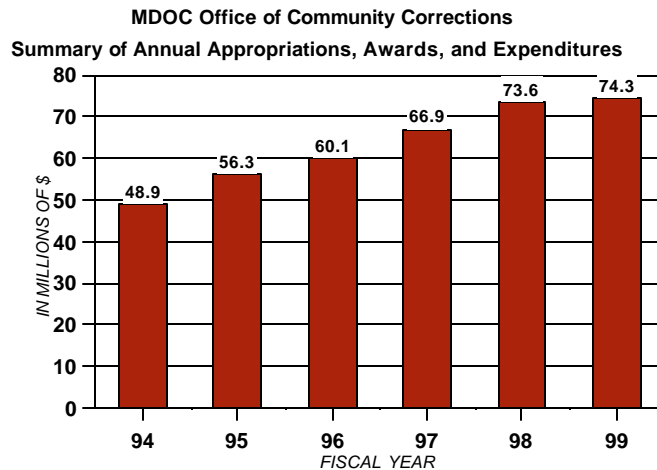
Carefully supervised work crews from corrections centers and the Technical Rule Violation program can be seen collecting trash along public roads beginning in the spring and continuing through early fall each year.

In 1999, nearly 5,000 bags of trash and other debris were removed from Michigan highways by 83 work crews representing 562 offenders.

The highway clean-up program was developed in 1998 at the direction of Gov. John Engler and will continue in 2000.

Supervised prisoners from the camps and prisons help communities maintain physical plants and other operations.

In 1999, about 1.5 million hours of labor were completed by prisoners on public work crews. Some of the tasks performed include making signs for the federal forest service, maintaining deer habitats, building fish cribs, washing and waxing floors in public buildings, maintaining cemeteries, repairing picnic tables in city parks, maintaining grounds at community hospitals and washing cruisers for the Michigan State Police.



The offenders, who are housed in minimum-security settings, are carefully screened to minimize risk to the public.

An average work crew consists of eight to 10 offenders. State corrections officers supervise prisoners while they work for an agency, unless approval has been granted by a warden and an official for that agency such as the State Police or municipal police department to provide supervision. Work crew supervisors are required to receive special training in managing the prisoner crews.

In 1999, a total of 1,025 prisoners worked in communities throughout the state, a drop of about 275 over 1998 necessitated by new stricter rules governing the supervision of offenders who work in community settings.

Offenders in corrections centers and in the Technical Rule Violation program also completed a number of community jobs including the clearing of wooded areas for hiking and biking paths, washing and waxing vehicles for the Michigan Department of Transportation and the maintenance of cemeteries and parks.

Parolees and probationers also undertake public service jobs as part of their punishment and to off-set the costs of supervision.

During 1999, nearly 300,000 hours of work were performed in communities throughout Michigan by probationers and parolees. Another 140,000 hours was performed by prisoners living in community residential programs.



Breaking trail -- This prisoner from the Kalamazoo Corrections Center is clearing brush for a hiking path in the area.

Victim Notification

In 1999, more than 23,000 crime victims and relatives of victims, as well as prosecutors and other law enforcement officials were notified of prisoners' movements in the MDOC.

The number of crime victims requesting to be notified in accordance with the Crime Victims Rights Act of 1985 increased by 1,069 from 1998.

The Crime Victims Rights Act allows victims and their families to keep track of where a convicted felon is in the criminal justice system. A total of 18,345 crime victim notifications were made in 1999. The notifications represent the movements of about 14,073 prisoners which in some cases involved notifying numerous victims of the same prisoner.

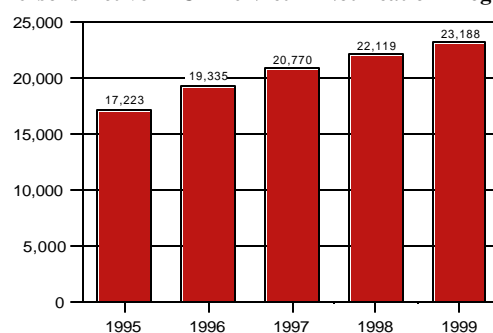
Victims of prisoners within the MDOC are entitled to address the Parole Board before a decision is made on whether to parole a prisoner. The victims also receive other types of notifications such as prisoners being discharged, released on bond, transferred to community residential programs and placed in minimum security facilities.

Computer technology has helped increase the number of notifications provided by the MDOC. The computerized record keeping system assists MDOC in keeping track of all the required notifications and also enables the department to ensure that the notifications are made in a timely fashion.

In the event of a prisoner escape, staff at prison facilities are able to find out instantly which victims need to be notified.

Michigan Department of Corrections

Persons Active in Crime Victim Notification Program



Communicating through the Internet

In June of 1999, a searchable database called OTIS (Offender Tracking and Information System) was added to the department's web

page (www.state.mi.us/mdoc/) on the Internet.



By querying OTIS, a user can locate a current prisoner or parolee and find the controlling sentence by MCL number. Clicking on the MCL number links the user to the Library of Michigan to define the MCL number.

Only prisoners and parolees who are currently under the jurisdiction of the MDOC can be found on the database. Only the crimes of the controlling sentences are listed. The database contains information on more than 58,000 prisoners and parolees.

Eventually, the OTIS database, which is derived from the OMNI system and which is updated daily, could contain the names of offenders currently on probation.

Long-range plans call for further refinement of the OTIS database to allow researchers to see answers to questions such as the number of offenders serving time for various crimes or the average ages of certain offenders.

Keeping prison escapes low

During 1999, one prisoner escaped from Huron Valley Center, a psychiatric hospital run by the Department of Community Health near Ypsilanti. Three offenders escaped from the MDOC's boot camp program or from its Technical Rule Violation program. No prisoners escaped from correctional facilities operated by the Correctional Facilities Administration (CFA).

Prison escapes began dropping in 1986, when the MDOC started erecting fencing around prison camps. Previously, in 1985, more than 500 prisoners escaped from facilities run by the department.

Beyond the construction of fencing, other factors have contributed

to low instances of escapes from Michigan prisons. These include: proper classification, sufficient secure housing (including Level V or maximum-security), the continuous focusing of resources on security concerns, reviews of all critical incidents and good employee training.



2. Legislative Solutions

In 1999, a number of new laws were sought by the department. The laws were not designed to punish or harass prisoners but to cut down costly frivolous lawsuits and to force accountability on prisoners filing lawsuits.

- Two of the laws – Public Acts 201 and 202 – are expected to reduce costly lawsuits under two civil rights laws.

They amend the Elliott-Larsen Civil Rights Act and the Persons with Disabilities Civil Rights Act to specify that neither applies to an individual serving a sentence of imprisonment in a state or county correctional facility.

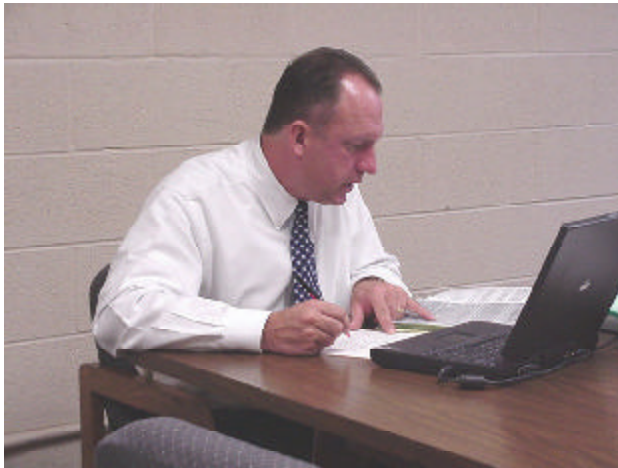
The department believes that when the laws were enacted 20 years ago, it was never envisioned that prisoners would be included. Both laws include language stipulating that they are intended to be curative in nature and are intended to correct any misinterpretation of legislative intent in the *Neal v MDOC* and *Doe v MDOC* cases.

One of the laws stipulates that the MDOC is a law enforcement agency and therefore may collect and keep employee misdemeanor arrest information not resulting in conviction.

The new laws go into effect in March of 2000.

- Another law – PA 191 which becomes effective in March, 2000 – amended the parole statute and made a number of changes in the lifer law and in the provision on appealing parole board decisions. It is expected to result in a significant reduction in the filing of frivolous lawsuits by deleting the highly visible provision of the parole statute permitting circuit court appeal of parole denials (except by prosecutors and victims). It will also modify requirements in lifer cases which will enable the parole board to dedicate their resources more efficiently.

The provision allowing appeal of parole decisions was added to the statute in 1992.



The interview -- Board Chairman Stephen Marschke interviews a prisoner for possible parole.

Of the almost 3,900 prisoner appeals from 1995 through October 1999, only 24 were reversed by the board as a result of reconsideration triggered by a remand from the court.

Prisoner parole appeals have been the largest single category of lawsuits filed. They require considerable resources from both the MDOC and the Office of Attorney General.

While this provision is deleted in the parole statute, prisoners can still appeal a parole denial under the Revised Judicature Act which is the statute prisoners used for such appeals prior to 1992.

- Public Acts 147 and 148 of 1999 restrict lawsuits on prison conditions and allow a court to order the revocation of good-time credit, disciplinary credit, or both, for filing malicious, harassing or untrue lawsuits. These new laws became effective in November of 1999.

Under the new laws, except for extraordinary circumstances prisoners cannot file suits until they have exhausted all available administrative remedies.

They cannot bring a suit against the state or an employee for mental or emotional injury unless they also show physical injury arising out of the incident.

The new laws also prohibit the court from appointing an attorney paid at taxpayer expense to a prisoner to file a civil action concerning prison conditions unless the prisoner has suffered or was under imminent danger of suffering serious physical injury or sexual assault.

Also prohibited under the new laws is a



prisoner's ability to begin a new civil action or appeal until outstanding fees and costs on an existing lawsuit have been paid.

Prisoners will continue to have recourse to many resources for any perceived or actual unfair treatment by the MDOC.

Remedies for violation of prisoner rights can be sought through the state and federal constitutions. The department's grievance system, the Office of the Legislative Corrections Ombudsman and prisoner access to attorneys, the media and legislators remain available.

The department believes the key to humane and fair treatment lies in the quality of its staff, the training provided and its policies and procedures. Being able to sue the department is a much less cost-efficient way to ensure a safe and secure prison environment than the day-to-day steps the department takes to train its staff and make sure they follow policy.

The department provides humane and fair living conditions not because of a fear of lawsuits but because employees are professionals, guided by years of experience and national standards of excellence in operation.



3. Monitoring Offenders in the Community

The department has a duty to ensure that offenders who live or work outside of prisons and camps are adequately supervised. To that end, the department continued in 1999 to work hard to ensure that conditions placed on offenders by the Michigan Parole Board and Michigan judges were satisfied.

Two groups of offenders continued to gain extra attention in 1999. These were sex offenders and offenders with substance abuse problems.

STOP II

During 1999, a successful drug testing program which can result in an immediate three-day loss of liberty, was expanded from locations in Saginaw and Muskegon to the communities of Pontiac, Grand Rapids, Detroit and Benton Harbor.

Called STOP (Short Terms of Punishment) II, the program takes parolees who fail to pass a drug-screening test immediately out of his or her community and places that person in a corrections center or jail for three days as an immediate sanction.

As a result of the STOP program, the number of positive urine tests for STOP participants is 17 percent lower than for parolees who are not part of the program.

During 1999, a total of 322 parolees were enrolled in the 10-month program, which is based on an earlier promising program run in Wayne County.

Participating parolees call a toll-free number Monday through Friday to find out if they have been selected for testing that day. If selected, the parolee is required to report to a corrections center, a probation residential center or a jail for testing. Should the parolee fail to report or if the drug test is positive, the parolee is required to serve an immediate three-day sanction in the center or jail.

The STOP program is only one of a number of strategies used by the MDOC to help offenders remain drug-free both inside and outside of prison.



Consequences -- Failure to pass the drug screening results in a three-day stint in jail or a corrections center.

Operation Foxwatch and Polygraph Pilot

Sex offenders being supervised in the community are given special attention by the MDOC.

In a number of cases, such offenders are supervised on specialized caseloads so that probation and parole agents can give them extra attention.

Those agents supervising sex offenders are given special training, and all sex offenders are required to enroll in sex offender treatment.

In Wayne County, two supervision approaches are being tested to determine if they increase public safety.

One requires all sex offenders on parole in Wayne County to undergo polygraph examinations at regular intervals during the course of supervision.



The tests are administered at the Downtown District Parole Office, which specializes in supervising sex offenders.

Submission to the polygraph is a special condition of parole and refusal to submit to the test is considered a violation of parole. A truthful polygraph examination is needed for termination of treatment or a reduction of supervision.

Examinations focus on supervision issues related to the behavior that triggered the offender's particular sex offense. The specific kinds of behavior the offender engaged in before the commission of a sex offense is determined. The agent then identifies, for the polygraph examiner, the areas of concern to be tested.

Questions might include whether the offender has viewed pornographic material or has been alone with a person similar to the victim of the previous crime, such as a minor. A polygraph test can uncover efforts by the offender to hide behavior and allow the agent to take action that will ensure protection of a potential victim.

In September of 1999, the supervision of sex offenders on probation out of the Fort District Probation Office in Detroit was enhanced through a new program called Foxwatch.

In this second supervision approach, a total of 245 sex offenders were supervised in the program which includes increased frequency of unannounced home calls during non-business hours. During 1999, a total of five sex offenders were detected violating the condition of probation stipulating that they have no unsupervised contact with minors. The behavior resulted in probation violations. Four of the probationers were arrested and one remained on absconder status.

The program also includes a process which reduces the time it takes to get warrants for the arrest of offenders who are believed to be violating their probation.

Expansion of the program to all probation offices in Wayne County is expected in 2000.

4. Managing the state's financial resources



The department, through the direction of Gov. John Engler, has been successful in keeping increases in its annual operational expenses to a minimum while continuing to provide effective treatment programming, sound health care and safe and secure prisons.

Budgeting for maximum efficiency

The 1999 fiscal year budget reflected Gov. John Engler's pledge to protect the public by keeping violent criminals behind bars. The \$1.4 billion budget provided operating funds for a legislatively approved prison expansion initiative which was approved and became operational during 1998. It represented a 3.75 percent increase over the 1998 fiscal year budget.

During FY 1999, the Legislature provided significant increases in substance-abuse treatment and testing as well as funding for pilot projects in the area of in-prison drug treatment programming. This resulted in the expansion of residential drug treatment programming from Cooper Street Correctional Facility, which had been funded with federal dollars, to additional programs in a female prison camp and in another male facility in late 1999 and in early 2000. It also provided funds for development of a new program to deal with substance abuse among offenders in the Technical Rule Violation centers.

In addition, the Legislature provided \$2 million for use by local units of government in the development of regional jails.



The Youth Correctional Facility is a maximum-security prison for males 19 and younger.

The budget earmarked about \$6 million to pay for six months of operation of the Youth Correctional Facility, which was opened in July, 1999. The privately-constructed and -operated facility is expected to save the MDOC more than \$4 million a year in operating costs and saves \$5.2 million in state general fund revenue as federal Violent Offender Incarceration and Truth in Sentencing (VOI/TIS) grant funding is available to offset fiscal year 1999 funding of \$5.9 million.

During the year a \$12 million supplemental was adopted by the legislature to help pay for the construction of new prison beds approved during the 1998 fiscal year.

The budget included \$28.8 million for the Office of Community Corrections which helps fund locally operated community sanction programs. It continued the county jail reimbursement program by appropriating about \$18 million for disbursement to counties that house certain offenders who could have come to prison.

The budget paid for 100 new beds for the Technical Rule Violation program which diverts selected offenders from prison.

Cost efficiencies

The department takes its responsibilities to the Michigan taxpayer very seriously.

Every effort is made to do the best job possible for the least amount of money.

Such efforts are assisted by new technology and by creative staff who look at old problems and often come up with new solutions.

Telemedicine: The MDOC has been one of the forerunners in the nation in using telemedicine. Over 1,000 health care visits have been accomplished through this high tech process, which involves electronic transmission of live health care data between doctor and patient who remains inside the prison walls, thus saving significant transportation costs and further risk to the public.

Decreases in the cost of telemedicine equipment have made it possible to expand the number of facilities at which telemedicine is avail-

able.

At the current rate of about 43 telemedicine visits per month times an average per prisoner transfer cost of \$123, the annual costs savings is about \$63,000.

Creating a gatekeeper for substance abuse treatment services:

During 1999, the MDOC began negotiating a contract with an independent contractor who will manage use of residential substance abuse treatment beds in the community. The goal is to allow programs to successfully treat almost twice the number of offenders compared with the existing process.

A pilot in Wayne County which found that offenders who spent varying amounts of time in a treatment program depending on their needs were just as successful as those offenders placed in the program for a predetermined 90-day period.

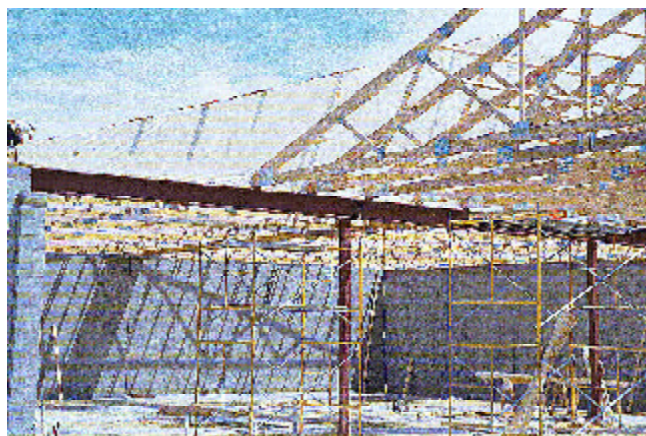
By reducing the average length of stay, almost twice as many offenders were treated during the same period that it took to treat the offenders in the fixed 90-day program.

The MDOC believes that a gatekeeper process -- in which a third party reviews treatment needs and determines length of stay -- will provide a cost-effective response to the need for residential treatment.

The gatekeeper's charge will be to manage the treatment resources so the maximum number of offenders receive treatment.

Double-bunking the St. Louis Correctional Facility: The department saved \$30 million in construction costs by reducing the custody level from V to IV and double-bunking the St. Louis Correctional Facility which opened in mid-1999.

Through double-bunking, the capacity of the facility increased from 750 to 1,300. The additional beds meet the immediate housing needs of the state while waiting for the housing approved in 1998 to be completed.



Construction at the St. Louis Correctional Facility.

Managed health care savings: A new contract with the managed health

care company in the 1999 fiscal year is projected to provide about \$80 million in cost avoidance over a four-year period when compared to historical expenditure trends without managed care. The managed care provider has also reached an agreement with Blue Cross of Michigan to cover all hospital care in the state for prisoners in state prisons. This arrangement is expected to improve on the existing individual cost savings agreements with hospitals and will reduce transportation costs through greater access to local hospitals at reduced rates. In addition, the managed care company has negotiated physician, dental, hospital, diagnostic and pharmaceutical coverage through Blue Cross/Blue Shield for prisoners in camps, corrections centers, Technical Rule Violation programs, the boot camp and on electronic monitoring.



Minor surgery is performed at the Duane Waters Hospital adjacent to the Egeler Correctional Facility

Through managed care, the MDOC was able to save more than \$20 million in per prisoner daily health care costs in 1999.

Prior to the implementation of managed care, the MDOC had experienced growth in the per prisoner cost of health care every year since 1985. Substantial savings resulted in the first two years of the contract. In April, 1999, the state extended the contract to April 2003.

The managed care contract provides economies by combining several hundred contracts for hospital and specialty services into one single state contract. Negotiations on a statewide basis between the managed care company and the service providers have resulted in lower fees.

An additional secure unit has been added at a community hospital on the western side of the state. With the secure unit arrangement, outpatient screening and follow-up clinics are provided by physician specialists at MDOC facilities. In addition to the direct savings through the managed care arrangement, reduced costs also result from the reduced transportation. Reduced transportation also means reduced risk to the community.

Federal dollars to keep violent criminals in prison: Michigan's efforts to keep violent offenders behind bars earned it a \$17 million federal grant in 1999 under the 1994 federal Violent Crime Control and Law Enforcement Assistance Act. This latest grant brings to \$74 million the total awarded Michigan under a program called Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) which requires that offenders convicted of Part I violent crimes serve no less than 85 percent of their minimum sentences.

In Michigan, felons convicted of these crimes, which include murder, forcible rape (criminal sexual conduct), robbery and aggravated assault, serve an average of 109 percent of their minimum prison sentences.

Nationally, Michigan is fourth behind California, New York and Florida in the amount of grants received under this program.

Other economies: During 1999, the MDOC took numerous steps to save money. Some of those steps:

- Constructing drop-in units at existing prisons rather than building new prisons from scratch saved \$32 million in construction costs.
- Consolidating electronic monitoring in a single office in Lansing saves approximately \$600,000 annually in salaries and wages.
- HIV infection and the department's quick response to new drug therapies have increased the cost of pharmaceutical drugs but have greatly decreased the hospital days and deaths from HIV. In 1999, only four HIV-rated deaths occurred compared with 17 patient deaths in 1997. Along with saving 13 lives between 1997 and 1999, approximately 420 hospital days and about \$840,000 in costs were avoided.
- Building energy saving equipment and devices into new construction designs has saved 20 percent in operating costs compared with earlier designs. For the 1999 fiscal year, these savings have amounted to \$135,000.

Various cost saving programs now exist at prisons. Examples include the growing of vegetables to off-set food costs, the recycling of clothing, tin cans and mattress covers. Some corrections camps are heated by wood cut by prisoners.

Inmate labor is used for some maintenance and repair projects including painting inside prisons.

Michigan State Industries (MSI) improved economies in 1999 by



Savings -- The meat processing plant at the Parnall Correctional Facility saves the department money on the purchase of food.

adding three new textile looms which will save its operations about \$400,000 annually. A meat processing operation at the Parnall Correctional Facility near Jackson saves the state anywhere from 2 cents to 60 cents a pound, depending on the meat.

The MDOC is examining the potential cost savings of growing more of its own produce,

including potatoes and having MSI process the food for widespread distribution throughout the system.

Offenders paying their way

Offenders frequently pay to offset some of the costs involved in incarceration and other dispositions.

Health Care Co-Payment

Prisoners pay a \$3 co-payment when they request medical care except in some cases. Those cases are when it is a work-related injury documented by the prisoner's work supervisor, when it is for testing for communicable diseases such as AIDS or when it is a mental health care need or an emergency. If the emergency is due to an intentional self-inflicted injury, the prisoner is responsible for the full cost of the care. If the prisoner has no funds, the fee is considered an institutional debt. Negative balances can be referred to the Department of Treasury for collection after the person is released from prison. So far, the co-payment has helped to dramatically reduce requests for unnecessary health care appointments by offenders. The reduction in frivolous requests for health care, in turn, has led to more proactive nursing contacts to prevent illnesses among prisoners and, therefore, lower costs to taxpayers. During the 1999 fiscal year, prisoners paid \$147,185.97 in co-payments.

Prisoner Reimbursement Act

This law allows the state to collect money from prisoners to help defray the costs of imprisonment. The state seeks reimbursement if a prisoner has enough money to recover 10 percent of the estimated cost of imprisonment or 10 percent of the estimated cost for two years, whichever is less. During the 1998-99 fiscal year a total of \$1,160,361 was collected for the state's coffers.

Payment for Electronic Monitoring

Offenders being supervised with electronic monitoring equipment pay a daily fee of \$7.30 which is the basic cost of monitoring one offender for one day. During the 1998-99 fiscal year, \$4.4 million was collected from offenders.

Payment for Community Corrections Centers

Prisoners and parolees in community corrections centers are required to pay their own support by paying board and room. The cost of housing at a corrections center is determined annually by the deputy director of the Field Operations Administration. Those unable to fully reimburse the state for costs are required to perform community service work in lieu of payment. A total of \$3.3 million was collected to pay board and room during the 1998-99 fiscal year.

Parole and Probation Supervision Fees

Supervision fees, ranging from \$10 to \$30 a month, are charged to offenders on probation and parole. The fee is calculated based on the offender's projected monthly income and financial resources. A total of 20 percent of the money collected by the department is kept for administrative costs and for enhanced services which can include counseling, employment training and placement and education. During the 1998-99 fiscal year about \$7.2 million was collected from these fees. Besides helping to offset the cost of state supervision, the fee requires offenders to help repay the damage they did when they committed their crimes. Increases in the fee collection is the result of probation and parole agents holding offenders accountable for their behavior and assisting them in finding and maintaining employment.

5. Managing the state's prison population



The MDOC handled its growing prison population through a variety of methods. It leased prison beds in the State of Virginia. It began construction of a number of new beds and opened a new prison in the fall of 1999. The Youth Correctional Facility in Baldwin also opened in 1999.

To meet short-term needs, the department housed 432 prisoners in day rooms at nine multi-security prisons. The prisoners were to be removed from these settings by the end of February 2000.

New prisons open

Two prisons opened in 1999 – the Youth Correctional Facility in Baldwin and the St. Louis Correctional Facility near the Mid-Michigan Correctional Facility.

The St. Louis prison, a Level IV prison capable of housing 1,300 men, opened Oct. 7. Handicap accessible, the prison is the first in the state to use a new state of the art Personal Protection Device which increases accuracy in locating staff during an emergency.

Originally designed to house Level V males in single cells the St. Louis prison was refitted to accommodate Level IV prisoners, two to a room, to allow the MDOC to put more prisoners there.

The Youth Correctional Facility is the only privately-operated prison in Michigan. Designed for 450 prisoners 19 and younger, the prison is operated by the Wackenhut Corrections Corp. through a \$11 million annual contract with the state.

The state is paying \$67.50 a day for each prisoner plus \$5.6 million a year in rent with an option to buy after five years. These costs compare with \$83 to \$110 daily for state prison operation for the same security levels.

The facility, which is entirely under one roof, contains two housing units that are divided into five pods, each holding 25 cells. One of the housing units is double bunked.

The prison also contains a medical unit with 10 medical cells and dental services, classrooms, a library, a gymnasium and exercise yards.

Two guard towers are incorporated into the security perimeter which



Youth Correctional Facility -- The 450-bed prison in Baldwin is privately operated through a contract with the state. An MDOC contract monitor stays on-site.

includes armed alert response vehicles, two 16-foot fences, and coils of razor wire.

The prison also has an elaborate internal security system. Doors can be unlocked from remote control areas located in each housing unit. Each pod and each housing unit can be isolated from the rest of the prison in the event of a disturbance.

Prisoners are expected to enroll in GED completion, special education and vocational programs and have various types of counseling and work assignments.

Other beds under construction

Construction continued in 1999 on other prison expansions and new prisons.

Additional beds were being added at the Cooper Street Correctional Facility in Jackson, at the Florence Crane Women's Facility at Coldwater, at Baraga Maximum Correctional Facility, at Saginaw Correctional Facility, at Macomb Correctional Facility and at the Thumb Correctional Facility in Lapeer.

Two new prisons were under construction – one in St. Louis – the Pine River Correctional Facility, a 960-bed prison and the other in Ionia – the Bellamy Creek Correctional Facility, a Level IV prison for 1,500 men.

Camps Ojibway and Pugsley are being converted to regular prisons. Pugsley is adding 800 beds and Ojibway is adding 480 beds.



New housing unit at the Cooper Street Correctional Facility.

Prisoners in Virginia

Beginning in 1998 and continuing in 1999, the MDOC leased 1,550 medium-security prison beds from a state prison in Virginia as a way to ease overcrowding in Michigan's prisons.

By the end of the year 800 prisoners had been returned to Michigan and the balance were expected to be returned to Michigan by March of 2000.

The end of the Virginia transfers was made possible by the opening of the St. Louis Correctional Facility and the anticipated opening of the Pine River Correctional Facility early in 2000 as well as additions at other prisons.

To accommodate the return of the Virginia prisoners, a total of 950 close-custody beds at Gus Harrison, Macomb and Thumb correctional facilities were converted from Level IV to Level II.

The transfers to and from Virginia in 1999 were accomplished largely without incident, and officials at the Southern Michigan Correctional Facility, which served as the staging point for the transfers, were praised for their organizational skills.



6. Addressing Offender Problems

Education and substance-abuse testing and treatment are significant offender programs in the MDOC.

Most prisoners come to prison without a high school degree. A recent drug abuse assessment survey shows that nearly two-thirds of all



The last group of Michigan prisoners went to Virginia in 1999.

males and nearly three-fourths of all females have had drug abuse problems.

Successfully treating substance-abuse problems and requiring completion of high school degrees for those capable of doing so

are considered essential to any success an offender has when he or she returns home.

Prisoner health care

The provision of health care to prisoners is an expensive and staff-intensive operation. As such, efforts are continuously underway to provide the required care in the most cost-efficient manner possible.

Providing quality health care to prisoners is an important MDOC responsibility. Beyond the issues of humanity and fairness, the state is liable for meeting standards in health care set by state and federal law and by court decisions.

In 1999, the department continued to work on making sure the delivery of health care was as cost-effective and efficient as possible.

The quality of the MDOC's prisoner health care contributed to the resolution of a lawsuit brought by the U.S. Department of Justice in 1997 alleging, along with other issues, that medical care provided to female prisoners was unconstitutional. In 1999, the lawsuit (USA v MDOC) was dismissed by a U.S. federal court.

The level of health care quality in the state's older prisons also allowed the state to end in 1999 a 15-year consent decree on prison conditions (USA Consent Decree) affecting the state's older penitentiaries.

The system's prison hospital – the Duane L. Waters Hospital in Jackson – once again achieved accreditation by the Joint Commission on Accreditation of Health Care Organizations after its triennial survey in October of 1999. The Joint Commission is a national organization that

accredits health care organizations according to performance-based standards.

During 1999, the Bureau of Health Care Services continued to work on a number of priorities. They included:

- Control of infectious diseases. Prompt reporting and active surveillance of staff and prisoners resulted in three cases of tuberculosis being identified as of November, 1999.

- Use of new and more effective drugs for HIV, hepatitis C and certain mental illnesses have reduced costs for hospitalization.

- Continued emphasis on preventing suicides. Clear policies and procedures and training of all staff having prisoner contact has resulted in early identification and treatment of prisoners at risk for suicide.

Health care systems are finding it imperative to have accurate and complete data on which to base management decisions. Electronic medical records can greatly improve accessibility to data, documentation and consistency of care. The department began planning in 1999 a pilot project using electronic medical records in 2000.



Minor health care problems are dealt with on-site. Above a woman at Crane Correctional Facility is seen by a nurse.

Special educational needs in the spotlight

Providing academic and vocational education to prisoners remains a high priority in the MDOC.

Insisting that able prisoners earn a GED while in the state prison system was a major focus of the department's academic system in 1999.

Prisons continue to adjust their school days to allow more access to teachers and classroom instruction than in the past.

Efforts are being made to address the needs of special needs prisoners.

The department began in 1999 working on the development of

English as Second Language program to assist prisoners in GED classes and in adult basic education.

To help teachers reach the increasing number of prisoners with learning disabilities, the department worked in 1999 with the Michigan Adult Learning and Technology Center at Central Michigan University to design and present in-service training. The first in-service training session was held in the fall of 1999. Additional sessions are planned for 2000.

The MDOC has ensured that all teachers receive at least 20 hours of education-related inservice training on an annual basis.

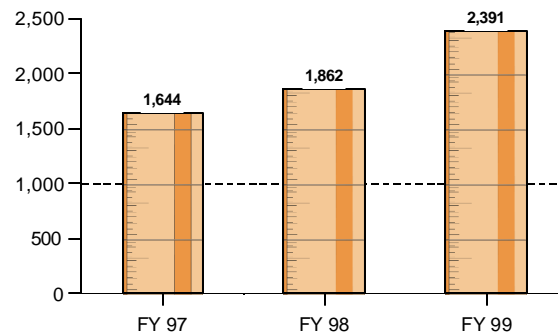
Several inservice programs were provided in 1999 to inform staff about providing GED testing accommodations to students with learning disabilities or attention deficit disorders.

A computer-assisted education program, piloted in 1998, was expanded in 1999 to all but three Level V prisons.

The software used in the program offers sophisticated programs for literacy, numeracy, basic education and GED preparation. The computers shift some routine learning activities to computers while allowing teachers to provide individual instruction to those needing more attention.

GED COMPLETIONS

1997 - 1999



Substance-abuse treatment and testing

The department has a comprehensive program of substance-abuse testing, sanctions, prevention and treatment throughout its institutions, camps, community residential programs and probation and parole offices.

The MDOC focuses resources on offenders for whom the benefits are likely to be the greatest, which is for those already in or nearing release to the community. Treatment programs for substance abuse are widely available for offenders, with actual placement in programs based on need, appropriateness for treatment, proximity to parole, likelihood of

revocation and resource availability.

Two major events marked 1999.

- The first pilot Residential Substance Abuse Treatment (RSAT) program was established at the Cooper Street Correctional Facility. The project is a joint venture between the MDOC, Western Michigan University, Longford Care and the University of Michigan supported by a two-year federal grant. A second RSAT was started at Camp Branch in late 1999. A third program was to open at the Macomb Correctional Facility in early 2000. Program evaluation is an integral component of this pilot and results will determine future use of such residential treatment in a prison setting.

- The department began in 1999 to use a Substance Abuse Assessment Screen to determine the substance-abuse treatment needs of prisoners and the specific types of programming required.

During FY 1999, 6,835 incoming prisoners were screened using the assessment instrument. Additionally, 23,175 existing prisoners were surveyed. The assessments indicated that 63 percent of incoming males and 71 percent of the incoming females have a substance abuse history.

In addition, in 1999, the department expanded the use of a cost-effective tool in its continuing mission to stop drug use and smuggling in prisons. That tool, called the Itemized Contraband Detector (ICD), can detect and analyze more than 40 different drugs, both illegal and prescription, in less than a minute.

The device was first used in community corrections centers and Technical Rule Violation (TRV) centers as a deterrent and detection device in 1996 when it was piloted in Benton Harbor. Parole agents have used the device in the homes of offenders to determine whether substance abuse was occurring in the home.

The department now operates two ICDs in the Field Operations Administration that circulate among the community corrections centers. Two other devices are rotated among the prisons.

The MDOC's strategy is designed to deter, detect and treat substance abuse among offenders and to intervene with sanctions and treatment to address abuse in the most cost-effective way possible.

In the past 12 years, Michigan has reduced drug usage in the institutions and camps from almost 9 percent, when random testing was first started, to less than 1 percent as of September, 1999. The 1999 results were down to 0.59 percent from 0.9 percent at the end of the 1998 fiscal year.

Few states, if any, are as successful as is Michigan in limiting substance abuse in prison, and most other states are just getting started



Prisoner at RSAT program at Cooper Street

in their efforts.

Enrollments in substance-abuse treatment programs have jumped from a few hundred in FY 1989 to over 16,000 in the FY 1999. An additional 1,049 offenders were assessed for substance abuse in 1999. A total of 9,290 probationers and parolees were admitted to outpatient and residential treatment in 1999. Of those, a total of 1,966 persons were admitted to residential treatment in community settings.

A total of 499 offenders were admitted to the RSAT program at Cooper Street during FY 1999 for the six-month program which included a modified therapeutic community, cognitive restructuring and aftercare for 12 months after they leave prison.

Of the 499 offenders, 72 percent were discharged having successfully completed the program.



7. Helping Employees

The department's operation is only as good as that of its employees.

The safety of prisons and communities in which offenders are supervised depends on the success of well-trained employees who are following sound policy and procedure.

In addition to extensive new employee and in-service training, the department develops leadership through special programs, some provided with the help of the National Institute of Corrections.

The MDOC's stress on professionalism, achievement and citizenship encourages the best performance from its workers, and that excellence is acknowledged through a special awards program.

Employee safety is an essential consideration in all department

endeavors. Work is continuously underway to find techniques, programs and equipment that will help employees stay as safe as possible on the job.

Since wages and salaries of employees are the department's biggest single expenditure, a multitude of efforts are always underway to reduce costs in this area. A special effort has been made to target employees injured on the job so they can return to work as soon as it is safe to do so.

Leadership development

The MDOC continued in 1999 to offer training programs that will help develop future leaders in the field of corrections.

The effort was expanded in 1998 with a pilot Leadership Development Program taught by the National Institute of Corrections (NIC) and which continued through 1999.

Attending were employees identified as future leaders of the department. Supervisors made the initial nominations based on broad criteria: the nominee could not have been disciplined within the past five years; must have had no employment history of less than satisfactory performance; and must have had two years of supervisory or managerial experience. The nominees were submitted to regional administrators in both the Correctional Facilities Administration and the Field Operations Administration. Submissions went to deputy directors and other members of the Executive Policy Team for the final selections.

During 1999, the Training Section of the MDOC began planning a pilot program for new sergeants that was to include the NIC training seg-



ment which includes conflict management, handling difficult people, problem solving, fundamentals of supervision and effective communications.

The goal of the new sergeant training is to provide newly promoted supervisors with additional knowledge and skills that will aid them in coaching, developing, and supervising staff while achieving the department's mission and goals.

The sergeants' program was to contain segments on ethics and professionalism; on labor relations; on conducting investigations; on the supervisor's role in preventing, recognizing and stopping sexual harassment; on conducting the specific tasks required of a sergeant; and on situational leadership, which instructs the supervisor on how to respond to situations with different strategies based on employee needs.

Additionally, the MDOC has offered since 1996 a corrections supervisor training program, which includes a segment taught by staff of the National Institute of Corrections. More than 300 MDOC supervisors have taken advantage of this program.

Development of employee awards

The department made its first non-corrections officer employee awards in 1999.

The award program was created in 1998 to honor employees of all types who do their jobs in an exceptional way and who make a significant contribution to their communities. Awards, presented in 1999, were given in the areas of valor and citizenship. A Director's Award was created to honor one employee of the department annually for outstanding performance and professionalism in carrying out the



At left is Kerri Anderson, a Saginaw parole agent, who won the Director's award, and Director Martin.

duties and responsibilities of his or her position.

Planning to expand the program occurred in 1999 and awards in several new categories were to be presented in 2000.

Making jobs in prisons safer

Protecting staff in a prison setting is a major priority for the MDOC. One of the many tools used in this task is a duress alarm reporting system used with a personal protection device.

The device, which is about the size of a cigarette package, clips to the clothing of the staff member. The device is triggered by pushing a button or pulling a pin. The device sends a signal to the institution's control center alerting officials to a problem.

Over the years, the department has worked to find the most accurate system possible, one which could precisely pinpoint the location of the staff member in trouble.

The system in use for the past 15 years, though enhanced periodically, continued to be problematic in some instances. If the incident was occurring in a multi-story building, the system could not always tell on which floor the problem was occurring. It could not always tell whether the problem was inside a building or immediately outside the building next to the wall.

In 1999, the MDOC developed a performance specification that allows staff to locate someone in a building within 12 and one-half feet from the point of activation. Floor-to-floor, wing-to-wing and inside-to-outside separation was required as part of the performance specification. The specification required that the location of the activation be 96 percent accurate. It required that the device used with the system be accurate in detecting problems 99 percent of the time.

Late in 1999, the department began testing a system at the St.



St. Louis officer displays new PPD



Testing -- The MDOC began testing a new PPD at the St. Louis prison in 1999.

Louis Correctional Facility. Out of 8,120 separate tests, the system maintained 99.9 percent detection with an average of 97.12 percent accuracy within a 12 and one-half foot radius from the point of activation.

The system was also tested over the entire yard area inside the fence with 100 percent detection and 98.14 percent resolution on location.

Success in developing a performance specification that could be achieved means that for the first time in the MDOC's history it will be possible to accurately pinpoint the location of someone in distress.

It was expected that the specifications will be used to develop retrofit duress alarm systems at older facilities where personal protection devices have not worked.

In 1999, assaults against staff were down over 1998. A number of strategies account for the reduction. They include a computerized prisoner movement plan, development of an effective security threat group management system, good classification, sufficient maximum-security housing and good staff training.

Keeping drugs out of prison also helps the MDOC reduce assaults. The positive hits in the random drug testing done inside Michigan prisons monthly remains below 1 percent.

Return to work

The department's Return to Work program, which assists employees injured on the job to return to work, saved the department expenditures of more than half a million dollars in the 1998-99 fiscal year.

A total of 27 employees were returned to jobs through the program

in FY 1999. Of these, 18 were receiving Workers' Compensation benefits and nine were receiving Long Term Disability benefits. By the end of the year, only three had left employment because of disabilities, a 93 percent placement success rate.

Employment of these two groups of employees meant a savings of \$352,431 in workers' compensation and \$204,806 in Long Term Disability benefits during the year.

Of those receiving workers' compensation, seven returned to their same classification, some at the same location. Nine of the employees returned to different classifications and one returned to a different department.

The program was spearheaded by Gov. John Engler in 1997 to reduce state costs. It is administered by Employee Health Management within the Department of Management and Budget.

In the Return to Work program, departments review all employees receiving benefits who have been unable to return to their jobs. A concerted effort is made to find jobs within the department. If no job can be found inside the same department, an intra-department committee composed of representatives from Civil Service, the Office of the State Employer and Employee Health Management work to place the staff in other departments.

Issues

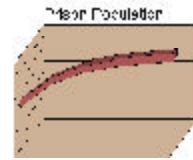
Continued prison population growth was an overlay to the events of 1999. New housing, use of emergency day room beds and use of beds in Virginia helped the state avoid a bed shortage.

The prison housing being added in the future required the start of a major recruitment effort by the MDOC in 1999 – one that promised to challenge the efforts of staff seeking new corrections officers.

Two major lawsuits affecting female prisoners were settled during the year. The older suit – *Glover v Johnson* – has had a major influence on programming for women. The second has impacted the operation of female prisons and the way that staff interact with prisoners there.

Finally, the MDOC decided in 1999 to begin restricting what it considered unnecessary access to correctional facilities by the news media in order to preserve security at its prisons.

1. Prison population growth in 1999



While the prison population increased by 1.5 percent, it ended up 2.9 percent lower than projected for 1999.

A close analysis of intake and release trends in 1999 showed that numerous factors were responsible for the slower growth. The slower growth was not expected to continue.

The slower growth in 1999 was fortuitous because it allowed the MDOC to deal more effectively with its bed space shortage until additional beds became operational. In fact, without the emergency day room beds and the beds leased in Virginia, the state would have had a shortage of almost 1,600 beds in secure facilities during 1999.

The factors considered responsible for the slower growth in 1999 included:

- Prison intake (other than Parole Violator New Sentence or PVNS) showed a modest decline of less than 7 percent, which was about 550 lower than projected. It was impossible to determine whether the decline

in admissions represented a temporary drop because of the transition to new sentencing guidelines, or lower statewide felony court dispositions, or some other factors such as court processing.

- A decrease of about 7 percent for parole violators with new sentences (PVNS). This was in stark contrast to what had been a steady year-by-year increase in these cases since the *Young* decision was overturned. The *Young* decision, made by the Michigan Supreme Court in 1996, overturned a lower court decision which had caused many Michigan judges to avoid sentencing parolees who had committed new crimes to prison. Before the decision was overturned, the number of parolees coming to prison for new crimes dropped dramatically and after the decision was overturned, the number began to increase. Given the larger size of the current parole population (PVNS is partly a function of the number of parolees), further declines in PVNS are unlikely.

- The number of technical parole violators returning to prison increased by only 2 percent, instead of the 16 percent anticipated. To some degree this was due to an increase in the number of violators housed in county jails awaiting return because of prison crowding; but to some extent, it also appeared that recent yearly increases in violator returns may be stabilizing, due to factors such as the deterrent effect of tougher parole supervision policies. Again, though, parole technical violators are partly a function of the size of the parole population, so a decline is unlikely.

- The Community Residential Program (CRP) population was somewhat higher than anticipated, accounting for about 16 percent of the projection discrepancy. However, the number of transfers to CRP has been declining and the number of prisoners who will be eligible for the program will eventually drop because of the Truth in Sentencing law.

A number of issues may impact future growth of the MDOC. They include:

√ **Intake may speed up after the transition to the new sentencing guidelines is complete.** An early analysis of prison admissions under the new sentencing guidelines in 1999 showed that most serious crimes were under-represented and that most of the cases that did come to prison under the new guidelines were the result of plea

bargains. If delays in processing the more serious cases or other side effects of the transition contributed to the somewhat lower intake in 1999 and after the transition is complete, intake will likely return to past levels.

√ **The probation population may increase and result in increased probation violators coming to prison.** The growth in probation violators coming to prison stabilized in 1999. The department believes that may be due to a decline in the felony probation population. Given the renewed emphasis on community punishment under the new guidelines, the Michigan Sentencing Commission expected the probation population to increase over time. This is expected to result in more probation violations leading to prison sentences.

√ **A growth in the parole population could cause an increase in parole violators.** Intake of parole violators with new sentences decreased somewhat in 1999, and the return of technical parole violators to prison grew more slowly than anticipated. The department believes this demonstrates that the MDOC's get-tough policies for parolees have had a deterrent effect on violations. The state cannot count on this alone to stop future prison population growth because the parole population is also growing.

√ **The number of paroles could go down.** The percentage of cases approved for release by the Parole Board remained at a low level in 1999, but the number of paroles granted was still relatively large because of the record number of cases reviewed. If the number of cases eligible for review declines or if the approval rate goes lower because of the types of cases to be reviewed, the number of paroles could go down.



2. Settlement with U.S. Department of Justice

In 1999, the department settled a 1997 lawsuit with the U.S. Department of Justice (DOJ) that had alleged widespread sexual misconduct against female prisoners at the Scott and Crane correctional facilities as well as a lack of appropriate medical and mental health care for the serious medical and mental health needs of female prisoners.

The settlement doesn't constitute an admission by MDOC of the



A major lawsuit was settled with the U.S. Department of Justice in 1999. In part, it involved the conduct of officers working in female prisons.

truth of the allegations and does not constitute an admission of liability.

In 1998, the DOJ dismissed its medical and mental health care claims against the department contained in the original pleadings.

As a result of the settlement:

- The department was required to implement a standardized institutional dress code for women prisoners. This requirement came in the wake of DOJ experts' assessment that allowing prisoners to wear their personal clothing created "an over sexualized environment."

The director decided that the standardized dress for women prisoners would be uniforms.

The uniforms, which consist of slacks and a matching top, were designed for women by Michigan State Industries. They are navy blue with dark orange stripes on the outside of the pants' legs and on the sleeves of the shirt.

- A six-month moratorium on pat-down search of female inmates by male staff was declared. During that six months, the MDOC was to make any needed policy revisions and evaluate the feasibility of modifying or eliminating the requirement of five daily pat down searches per officer. New training in how to conduct such searches was held for all staff. The moratorium period is being evaluated to determine what future course of action should be taken.

- One-on-one situations were minimized. Department policy was revised to restrict inmates and male staff from being alone in a one-on-one situation together at Scott, Crane and Camp Branch in areas not clearly visible to inmates or other staff except in emergencies, during medical

care, in counseling, during questioning for investigations and during the reporting of confidential information.

- Male officers were required to announce their presence in any areas where inmates could be in a state of undress.
- Changes in pre-hiring investigations and continued monitoring of employees was required. These changes include:

- √ LEIN checks every five years after an employee is hired.
- √ Past employment checks for the previous five years before a person is hired.
- √ LEIN checks for personal protective orders.
- √ The same pre-employment screening of non-custody staff who have significant contact with female inmates.

- Training was designed and delivered to present, in a special package, the issues of sexual misconduct, sexual harassment and over-familiarity for both prisoners and staff. These issues were part of the MDOC's training for employees but were not, in some cases, presented as separate issues. Prisoners were provided with information on the department's prohibitions against sexual misconduct, sexual harassment and over-familiarity as well as instruction on appropriate and inappropriate staff and prisoner interactions. They also received specific information on what constitutes sexual misconduct, harassment and over-familiarity and who to report such behavior to as well as the MDOC-approved method of conducting pat-down searches.

- Prisoners who falsely report sexual misconduct are charged with major misconduct if the



Because of the special challenge of working in a women's prison, staff are given training in understanding and supervising female offenders.

investigation determines the allegation was unfounded and if they knew the report was false.

- A staffing study was conducted to explore the feasibility of redeploying officers to increase female officers in the housing units at Scott and Crane and of rotating staff assignments to housing units at Scott and Crane.

This prompted Director Bill Martin to decide to remove male officers from housing units and selected other assignments in female prisons. Efforts to make this move were expected to continue into 2000.

The department began in 1999 piloting an automated information system in the female prisons that tracks allegations of employee and prisoner misconduct. The pilot phase was to focus on tracking allegations of sexual misconduct and other forms of gender-based misconduct involving prisoners.

The Allegations, Investigations and Personnel Actions System (AIPAS) will refine the department's ability to track allegations from inception through the investigation phase and any subsequent personnel actions that might occur if the allegations are sustained.

The system will provide a format that will allow managers to review trends and see patterns in the allegations that could relate to specific prisoners, employees, locations and the department's responses.

The data can be used to make sure the system is responding consistently to allegations of sexual misconduct by employees with prisoners. The department will be able to accurately assess the extent of any problems it has and design better responses including efforts to prevent it.

Creation of the tracking system was required in the settlement with the DOJ but the database for the system was under development long before this.

In 1999, legislation was introduced at the request of the department to amend the state's penal code making it a felony, punishable by up to 15 years in prison, for an employee of the MDOC to engage in sexual contact with a prisoner, parolee or probationer.



3. End of Glover suit

The federal court's jurisdiction over the department's programming for female prisoners in *Mary Glover et al. v Perry Johnson et al.* was ended



Women at the Scott Correctional Facility work in Michigan State Industries.

in 1999 when the U.S. Court of Appeals affirmed the district court's February, 1999, opinion that federal oversight should end.

The Appeals Court agreed with the Federal District Court judge's earlier opinion that parity under the Equal Protection Clause of the 14th Amendment existed between male and female prisoners in matters of educational, legal access, vocational, apprenticeship and work-pass opportunities.

A court judgement was

brought against the MDOC in 1979 after female prisoners at Huron Valley Women's Facility (which no longer exists) filed the class action suit in 1977 claiming disparity in programming and access to courts between men and women in prison facilities.

The federal court required the MDOC to provide paralegal training, post-secondary education, various vocational and apprenticeship programs, work pass, public works and prison industry programs to female prisoners.

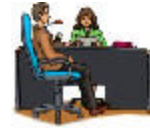
A special administrator for female offender programs was hired in 1991 to develop and oversee implementation of a remedial plan to ensure compliance with the court's order. The remedial plan covered access to courts including the training of paralegals, law libraries and on-site attorney services; educational programming, including college programming; apprenticeship programs; vocational programs; and public works and work pass programs. By late 1993, the remedial plan had been put in place.

In 1993, after almost 15 years of district court oversight, the state moved to terminate jurisdiction, but the federal district court judge denied that motion.

In 1998, the Court of Appeals ordered the judge to determine whether the state met the constitutional requirements in educational and vocational opportunities to satisfy the demands of the Equal Protection Clause of the 14th amendment. It vacated the judge's refusal to end oversight and ordered new hearings.

The judge, in a February, 1999, ruling agreed that parity existed and suggested the end of his oversight of the case.

4. Recruiting challenge for MDOC



The department began a major push in 1999 to hire 2,500 more corrections officers to meet the anticipated needs of a prison system that was to be expanded by more than 7,000 beds over the next few years.

Recruiters, who struggle in Michigan's tight job market to routinely fill 800 vacancies annually, put employment information on the department's and the Department of Civil Service's websites, attended numerous career fairs, mailed letters to 16,000 Michigan college students on the state employment lists, distributed nearly 50,000 recruitment brochures, contacted colleges in the Midwest and put notices on military electronic job posting sites. They were assisted by 65 members of the department recruitment team who attended job fairs and career days throughout the state.

These efforts were in addition to the routine appearances of recruiters at job fairs and career days

throughout the state as well as the work done with colleges and universities offering the classes needed to meet the statutory job requirements for corrections officers.

Late in 1999, it was determined that additional efforts needed to be made to hire more officers.

The Michigan Correctional Officers Training Council (MCOTC) voted to allow new employees to complete their college requirements within the first 18 months after they are hired instead of having to earn the credits before they are hired.

Normally, candidates for an officer's job must have the required



credits before they are eligible to take the Civil Service examination.

The Council also agreed to let the MDOC hire officers who have or are earning 30 semester hours in any academic area instead of 15 term hours or 23 semester credits in human services courses normally required.

The approval was to last at least 18 months from the date the department notified the Council it had hired the first officer using the deferment. At that time, the approval will end unless the Council decides to extend it.

MDOC recruitment specialists hope the change will enlarge the hiring pool for new officers and allow positions to be filled in new prison housing being opened and under construction throughout the state.

The department believes the change will help it reach otherwise qualified candidates who might not have the resources to take college classes until they get good jobs.

5. Equal access



A few short decades ago, the MDOC was able to accommodate almost all requests for access to Michigan's prisons, going so far at one point to allow a popular TV talk show to set up inside Marquette Branch Prison. The MDOC could do this because there were fewer requests for access.

But with the advent of the Internet, the dramatic expansion in cable television programs and a growing number of documentary film makers, requests in the mid- and late-1990s grew to such a degree that the department was put in the untenable position of having to deny most requests for media access while granting requests to those it could accommodate. Doing so, though, was unfair to those who had been denied -- and, for the sake of security, the MDOC must be able to mitigate the flow of people into and out of prisons.

In 1999, the MDOC continued to re-write policies that affect how a prisoner can be interviewed by journalists. After a year of research, the department prepared a revision to the Administrative Rule that dealt with prisoner visits. It is through this change that the department was able to structure policies that are fair to everyone, with regard to access to prison-

ers and prisons.

Under the revised rule and corresponding policy directive, media access to prisoners is permitted to the same extent it is permitted to members of the general public, which is prohibited from using audio and video recording equipment during visits. Media access to prisons, including the use of audio and video recording equipment, is permitted under special circumstances following approval by the director or designee.

Under such circumstances, access may be permitted if it is determined that entry under the circumstances permitted would not pose a threat to the security and order of the facility and not be unduly disruptive to facility operations. Due to the unique security concerns and disruption presented by the use or possession of a camera or audio or visual recording devices within a facility, such requests will be granted by the director or designee only in limited, unique circumstances.

Foundations

Community Supervision

While public attention often focuses on prisons, the majority of offenders supervised by the Michigan Department of Corrections are not locked up.

In 1999, at any one time, there were more than 52,000 probationers, approximately 13,000 parolees, and some 2,000 prisoners serving their sentences in the community.



Finding and holding employment is a crucial part of any success an offender has while on probation or parole.

Use of community sanctions for appropriate offenders continued to be an important goal of the department in 1999. In fact, the MDOC has focused much of its energy since 1991 on creating and maintaining viable alternatives to prison for offenders who, at the time of sentencing, posed a lower threat to public safety than offenders who were sent to a state lockup.

These efforts continued to help keep new prison commitments at levels much lower than in the past.

Community supervision and sanctions are more cost-effective than prison for some lower risk offenders. This is true for those who have committed property or other non-violent crimes, those nearing parole and those who have completed the department's boot camp program.

Under strict policies and procedures of the department, probationers, parolees and some prisoners are supervised by specially trained agents, who usually have post-secondary degrees in criminal justice or

related fields. Some agents supervise parolees (those who have been released from prison after serving their sentence); some supervise probationers (offenders whose sentence is served while not incarcerated); some agents supervise prisoners living in corrections centers or on electronic monitoring; and some agents supervise all three types of offenders.

There are agents, too, who supervise probationers and prisoners who have completed Phase I of the department's Special Alternative Incarceration (SAI) or boot camp program and who are returned to a community (in Phases II and III) for the balance of their sentences.

The SAI program is divided into three phases. The first phase is a 90-day boot-camp-like experience at the facility near Chelsea.

Phase II is 45 to 120 days of residential care back in the community, if deemed necessary.

Phase III is intensive supervision for a substantial portion, if not the balance, of the person's probation.

For prisoners, the aftercare includes an 18-month parole or the balance of the felon's minimum sentence, whichever is longer. The first four months of parole are under intensive supervision, which can include daily contact. The supervision can include electronic monitoring.

Offenders are expected to work or go to school at least 30 hours per week. They must submit to a drug test when requested and participate in any counseling, treatment programming or training directed by the agent.

To protect the public, the agents work to ensure that offenders are employed or going to school, are seeking and receiving needed programming such as substance-abuse treatment, and have a place to live that does not promote criminal activity.

The behavior of offenders is monitored through a variety of techniques including visiting an offender's home, contacting employers, requiring documentation of attendance at school or in required programs, substance-abuse testing and contact with law enforcement agencies to check on arrests.

All offenders in community settings must comply with the rules of the respective program with both standard and special conditions set by a court, in the case of probationers, and by the Michigan Parole Board, in the case of parolees.

In some jurisdictions agents specialize in monitoring certain types of offenders, such as sex offenders or substance-abuse offenders. Specialization allows an agent to become knowledgeable — and therefore

more efficient — in dealing with specific types of offenders.

There has been a 65 percent increase in the number of field agents between 1991 and 1999.

Probation Supervision



Since 1913 probation has been the primary alternative to prison for most individuals convicted of a felony in Michigan.

Probation may be imposed for all misdemeanors and felonies except murder, treason, armed robbery, criminal sexual conduct in the first- or third-degree, certain controlled substance offenses and those felonies in which a firearm was used. In 1999, about 78% of all persons convicted of felonies in Michigan were sentenced to probation or a combination of jail and probation. There were approximately 52,000 adult felony probationers in Michigan under supervision.

In general, the maximum term of probation is five years for felonies and two years for misdemeanors. Life probation is authorized for some drug offenses. Failure to comply with the terms of probation may result in a probationer being sentenced to jail or prison.

Probation terms may include up to one year in a jail in conjunction with the probation term as well as payment of restitution, fines, court costs and supervision fees. Electronically-monitored home confinement may be imposed as a condition of probation. The state has also funded several probation residential centers, which can be used in conjunction with a probation sentence.

Unless a mandatory prison sentence is required, judges determine whether or not offenders should go to prison and for how long. They base their decisions, in part, on recommendations made by department staff. The recommendations are made after thoroughly investigating the offender and examining the particular crime committed and then basing the recommendation on sentencing guidelines.

Victims also have an opportunity to provide information on what impact the crime had on their lives and express any opinions or information they have.

If the offender is sentenced to probation, the probation agent monitors that offender's behavior and makes sure the offender pays restitution to victims, court costs, or supervision fees as required.

The length of probation is determined by the judge at sentencing. A violation can result in a sentence to jail or prison, which would also be imposed by a judge.

The judge sets the offender's conditions for probation, which means that the offender must do certain things to avoid a more severe sanction. The conditions include committing no further crime and reporting routinely to an agent. Special conditions, also set by the judge based on the offender's past record and difficulties, can include mandatory programming such as substance-abuse treatment, community service, completing a high school degree and finding employment.



Probation agent (right) making a home visit to a probationer.

In 1999, the department continued its ongoing effort to improve the content and uniformity of the Pre-Sentence Investigation (PSI) report and to provide guidelines for designing a

sentence recommendation for inclusion in the report. A detailed revision improved the method of conducting a PSI and the format for reporting the information. In this revision, PSI Recommendation Guidelines became a requirement.

Pre-Sentence reports are used by judges when sentencing an offender.

They are prepared by agents employed by the Field Operations Administration (FOA) and include an evaluation of the offender, the circumstances of the offense, the probable risk to public safety and a sentencing recommendation. Sentencing options include probation supervision with the possibility of placement on electronic monitoring or in residential and non-residential treatment programs, Special Alternative Incarceration (boot camp), jail or prison.

In developing the recommended guidelines, the FOA studied sentencing practices, probation risk and propensity for failure during various periods of time. The Probation Risk Instrument, which is used by agents in determining a sentence recommendation, was validated as a

predictor of success or failure on probation.

The PSI Recommendation Guidelines were developed to provide consistent, logical and fair use of the most cost-effective sentencing options. Their use is expected to reduce even further the number of nonviolent offenders who receive prison sentences.

Field agents supervise offenders to protect the public. Each offender must comply with the rules and special conditions ordered by a judge. Whenever an offender violates the order, an FOA agent is expected to respond in proportion to the seriousness of the violation and the risk to the public, while giving consideration to an offender's circumstances and adjustment to supervision.

The FOA has in place risk-driven violation guidelines designed to make full use of community sanctions. Probation Violation Response Guidelines provide a range of possible responses to violations. Agents must choose the least restrictive response consistent with public safety.

The responses include a continuum of alternatives that protect the public, hold offenders accountable for their behavior and reduce offenders' likelihood of engaging in criminal activity.



Parole Supervision



Parole and probation agents are a less visible but essential component of the state's criminal justice system. Police, judges, prosecutors and agents all work together to protect the public.

Felons who have served the minimum portion of their sentences can be placed on parole by vote of the Parole Board, usually for a period of two years. On parole, their behavior is monitored by a parole agent.

Following the decision to parole but before being released from prison, the department uses a thor-

ough screening process, to ensure an offender's compatibility with release. Release is coordinated by the department's Parole Release Unit in the Field Operations Administration.

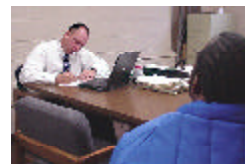
The pre-release process includes an investigation of a number of factors. These factors include an offender's home placement and the parole eligibility dates. The investigating agent checks to make sure that the offender is not a suspect in another felony or has no pending charges.

The process also includes notification to victims of a pending parole as well as to the appropriate prosecutor's office, sheriff's department and State Police post in the sentencing county.

Like probationers, parolees must meet certain conditions to maintain their parole status. Conditions always include restrictions on movements, requirements to report to an agent regularly and to maintain employment or find a job, association with known criminals and possession of firearms.

Other special requirements are determined by the Parole Board based on the offender's background and crime.

Failure to follow the requirements will result in some sort of sanction, which could include increased supervision, community service, substance-abuse treatment, inpatient substance-abuse treatment, placement in a corrections center or placement in a restricted, highly structured program called a Technical Rule Violation Center for 90 days. It can also mean a return to prison.



Michigan Parole Board

Created by statute, the Michigan Parole Board is the paroling authority for felony offenders committed to the jurisdiction of the Michigan Department of Corrections. The board also acts in an advisory capacity to the governor for all executive clemency matters.

In 1992, Gov. John Engler ordered a reorganization of the Parole Board and signed into law a statutory change to accomplish these changes. The primary goal of the reorganization was to increase public safety by minimizing the number of dangerous and assaultive prisoners being placed on parole. Another goal was to increase public accountability for actions taken by the board.



Parole Board Chairman Stephen Marschke (facing the camera) questions a prisoner about why he should be paroled.

Current board membership consists of 10 full-time, non Civil Service employees who are appointed by the director. Their backgrounds are far-ranging and include law enforcement, sociology, law and victim advocacy.

The Parole Board views parole as a period of supervision and testing in a community prior to release from its jurisdiction. Prisoners are not entitled to parole. Under state law, before paroling a prisoner, the board must have reasonable assurance that the prisoner will not be a risk to a community.

Jurisdiction

The Parole Board gains jurisdiction of a case when a prisoner has served the minimum sentence, less good time or disciplinary credits, if applicable, he or she may have earned. In most cases, the minimum sentence is set by the judge and the maximum sentence is set by statute.

Prisoners serving life sentences are interviewed by the Parole Board after they have served 10 or 15 calendar years (depending on when the crime was committed). In 1999, the Legislature modified Michigan's review system for lifers (see page 15).

Some lifers, including those serving for first-degree murder, can only be released from their sentence by a pardon or commutation from the governor. However, state law provides for the possible parole of other lifers if certain requirements are met. These requirements include interest by the Parole Board, a public hearing with a favorable outcome and the absence of objection from the sentencing court.

Of those lifers eligible for parole, an average of 3.1 lifers (roughly 1 percent of those eligible) have been approved each year for the past 10 years. Of those lifers paroled in the past 10 years, the average time served

was 19.9 years. The Parole Board interviewed more than 450 lifers in 1999.

The Process

The Parole Board is divided into three-member panels. Each case is assigned to a panel and the decision whether to parole is determined by majority vote of the panel.

The factors considered by the board in making parole decisions include: current offense, prior criminal record, institutional behavior and programming, the parole guidelines score, information obtained from the prisoner interview, if interviewed, and information from victims and other relevant sources.

Parole guidelines use a numerical scoring system designed to assist the board in applying objective criteria to its decisions. These criteria are intended to reduce disparity in parole decisions and increase parole decision-making efficiency.

The score is arrived at by looking at the prisoner's current offense, his or her prior criminal record, the institutional conduct and program performance, the individual's age, mental status and statistical risk classification.

Guidelines do not require either an automatic parole or a denial based on the score but are used as a tool by the board to establish an objective guide for board members.

Parole may be ordered without an interview if the prisoner has a high parole guideline score (+ 4 and above) and is not serving for a sex offense or a crime involving a death. Prisoners with a low parole guideline score (-13 and below) may be denied parole without an interview.

There can be a period of up to several months between the approval of a prisoner's parole and his or her actual release on parole. During that time, the prisoner's behavior is monitored. If the prisoner is involved in improper behavior during that time, parole can be suspended. Approximately 800 paroles were suspended under these circumstances during 1999.

The Role Of Crime Victims

Crime victims are an important part of the parole consideration process. They are given an opportunity to participate under the provisions of the Crime Victim's Rights Act. Victims and victims' family members are entitled to notification of specific actions taken by the Parole Board and to make impact statements to the board in person, by telephone or in writing. Participation by crime victims has increased dramatically during the last few years. (See chart on page 13)

Issues and Trends

Since 1992, there has been a significant decrease in the parole approval rate for assaultive and violent offenders.

The number of total cases considered by the Parole Board each year is increasing. The board considered more than 17,000 cases in 1997 and more than 21,000 cases in 1999, which represents an increase of more than 20 percent. The number of cases considered is expected to increase even more as the department expands capacity.

Although the parole approval rate is down, the increased number of cases being considered each year has meant the number of prisoners actually being released on parole increased from 8,753 in 1997 to more than 11,000 in 1999.

Legislation in 1999 changed the way in which a prisoner can appeal a parole denial (see page 15.)

Community Residential Programs



Community Residential Programs (CRP) provide structured settings where support, guidance and supervision are given to selected prisoners nearing parole release. Prisoners placed in CRP are either housed in a center having 24-hour a day, seven days a week security coverage or on electronic monitoring.

Michigan was a pioneer in fully developing the successful use of community placement for prisoners. In 1999, programs existed in most major Michigan cities, with more than 5,000 prisoners participating during the course of the year. (About 2,000 offenders were in this program at any given time during 1999.) Fifty percent of these prisoners lived at home under electronic monitoring, which has become a major component of residential programming in Michigan.

The primary intent of the community program is to ensure that a prisoner is steadily employed and financially and socially self-sufficient prior to being paroled.

Of those leaving the program in 1999, 50 percent did so with a parole in hand while less than 1 percent were returned to prison because of new criminal activity.

The program will be gradually reduced during the next few years prior to total abolishment as a result of Truth in Sentencing.



Parolee who failed drug test is housed for three days at the Buena Vista Corrections Center in Saginaw.

Screening is Rigorous

Prisoners are rigorously screened and must meet stringent standards before being allowed into the program. All participants are tested for drug use prior to placement and at regular intervals while in the program. Prisoners must be classified to minimum security in prison before being allowed to apply.

Additionally, a prisoner is disqualified if he or she:

- Is serving for a sex offense.
- Has a criminal history involving a sex offense, patterns of assault, recent serious mental disturbance or other behavior that indicates that the offender would be an unwarranted risk to the public.

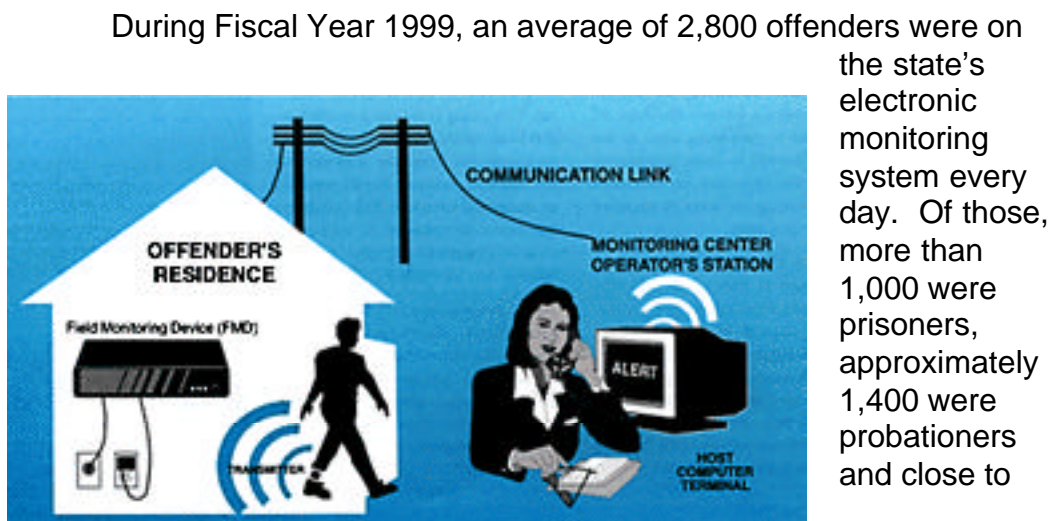
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- Is serving a life sentence.
 - Was involved in organized crime.
 - Is a “professional” criminal.
 - Is a drug trafficker.
 - Is designated as a very high risk for violence or serving a prison sentence for escape.

Requirements in Community Residential Programs

While in a community program, offenders must find a job, hold it through regular attendance or must attend all classes if in a training or academic program and be as self-supporting as soon as possible. Offenders are required to pay the cost of room and board if in a center and the cost of electronic monitoring if on a tether.

A prisoner may be returned to prison for any major rule violation including use of drugs. Although nonviolent offenders are eligible up to two years before their earliest parole date, most offenders stay in the program for about six months before they are paroled.

Electronic Monitoring



200 were parolees. There were also approximately 200 offenders being monitored for the Family Independence Agency and various district and probate courts and sheriffs' departments.

The current system, which is called "active monitoring" because it initiates contact with the offender, is the largest state-operated electronic monitoring system in the nation.

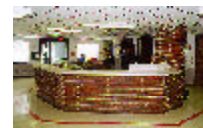
This system — known in the MDOC as the "electronic tether program" — allows the department to tell 24 hours a day, seven days a week, whether an offender is living up to the supervision requirements of his or her placement.

While the system does not "track" offenders' whereabouts like a homing device, it is able to determine if offenders are home when they should be.

The system is meant to provide community supervision staff with an additional tool to more intensely supervise offenders who are not incarcerated. It allows for the monitoring and enforcement of curfews and other conditions of community supervision. With the exception of prisoners living in corrections centers, tethered offenders are more closely supervised than any other offenders in the public. Because most offenders are placed on the system in lieu of prison or jail, the program is much less costly. Electronic monitoring costs about \$7.30 a day, which is paid by the offender.

The program was successfully piloted in Michigan in 1986 in Washtenaw County on selected probationers. At the end of 1987, it was being used on a statewide basis. During the 1999 fiscal year more than 12,000 offenders were placed on tether. Of this number, less than 3 percent had been arrested for a new felony and less than 8 percent had absconded or escaped.

Technical Rule Violation Centers



In 1999, a total of 1,952 parolees and prisoners were transferred to and completed a special 90-day confinement program instead of being returned to prison, a number 4 percent higher than in 1998. That program — Technical Rule Violation (TRV) — is one of the cost-effective measures the department has instituted during the last seven years to reduce

reliance on prison as a sanction for program violators.

Prior to development of this program, which began in 1991 with a center in a Lake County jail annex, all parole violators were automatically returned to prison. Without this option, MDOC officials estimate that the state might have had to build a 1,100-bed Level I prison at a cost of \$24 million and spend \$16 million a year to operate it. Instead, the TRV programs, which can house up to 554 rule violators, cost \$7.4 million annually to operate.

The program expanded in 1992 to include a portion of the former Huron Valley Women's Facility near Ann Arbor and in 1995 added a co-ed TRV at Camp Gilman near Clarkston, which formerly housed women offenders. All three operations fall under the jurisdiction of the department's Field Operations Administration (FOA).

The department expanded the TRV center in Lake County in 1998. An additional 42 beds were added, which increased the capacity to 154. The new beds are used primarily for parolees.

In a 90-day period of confinement, offenders work on completing their education and perform jobs in the facility or as part of public works crews helping local non-profit agencies and communities with a variety of chores, including mowing grass and other manual work. Substance-abuse treatment is mandatory for all participants.

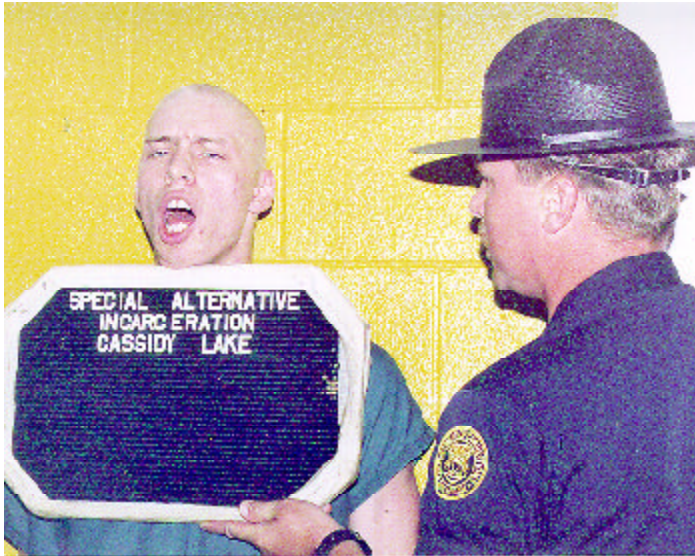
Upon successful completion of the TRV program, offenders are returned to intensive community supervision, where their movement is restricted and closely monitored. If the offender refuses to participate or does not successfully complete the program, he or she is returned to prison.



Special Alternative Incarceration

The Special Alternative Incarceration program (SAI), or boot camp, began in 1988 as an alternative to prison for male probationers selected by courts. In 1992 the program was expanded to include both male and female prisoners and probationers.

The first 90 days of the program involves a highly disciplined regimen, rather like a military boot camp, coupled with hard work and other rehabilitative programming, including secondary education programming



Military discipline is an important part of the boot camp experience. It breaks down street-wise ways and allows the offender to accept change.

and substance-abuse treatment. This phase is followed by intensive supervision in a community. The goal is to keep selected, lower-risk probationers from going to prison and to take qualified prisoners out of the traditional prison setting and place them in a more economical setting.

The average cost for each participant was \$6,187 for

the 90-day, Phase I program (1998-99 appropriated costs based on full capacity), compared with \$15,348 for a year in a minimum-security prison camp, which would be a typical location for an offender placed in the SAI program.

If each of the 1,434 offenders who completed the boot camp portion of the program during 1999 had been confined in a Level I prison camp throughout the year, it would have been necessary to construct five 300-bed camps to confine them. In addition to the capital costs associated with construction, the cost of supervising the offenders in camps throughout the year would have exceeded by \$22 million the cost of operating the boot camp.

In addition to the cost savings associated with the program, it has proven to be effective in deterring its graduates from subsequent criminal behavior. Of the 2,678 prisoners who completed the program between 1995 and 1999, only 12 percent had returned to prison with new felony convictions.

The military discipline portion of the program is designed to break down street-wise attitudes so staff can teach positive values and attitudes. Offenders take classes in job-seeking skills, substance-abuse awareness, stress management and are given General Educational Development preparation and Adult Basic Education. They perform

conservation work, recycling and clean parks.

SAI includes an intensive post-release program and may include a Phase II 120-day residential placement and electronic monitoring. For prisoners, it will include an 18-month parole or the balance of the minimum sentence, whichever is longer. The first four months of parole are under intensive supervision, which can include daily supervision, including nights and weekends, if needed.



Women take part in the boot camp experience, too.

While in post release, offenders are expected to work or go to school at least 30 hours per week. They must submit to a drug test when requested and participate in any counseling, treatment programming or training, as directed by an agent.

Even with the rigorous nature of the program, 73 percent of the prisoners and 74.6 percent of the probationers successfully completed it in 1999. The average daily population during 1999 was 376.

The program places emphasis on retaining offenders. Trainees who have said they want to quit the program are interviewed by a senior official to find out why. The official tries to convince the offender to stay by working with the offender's family and, in the case of a probationer, with the offender's agent. Probationers are told that the probable consequence of leaving the program is prison.

Because failure is something most offenders have become accustomed to during their lives, an important part of the program's mission is to intervene in the 'failure syndrome' by refusing to accede to the initial expression of a desire to quit, then by encouraging offenders to continue in the program.

Potential quitters are assigned to a "retention bunk" to think about the consequences of leaving the program before they are interviewed by the Program Review Board. The board, led by the deputy warden, interviews the offender and may decide to hold off letting the trainee quit if there appears to be a chance he or she will change his or her mind.

Once an offender overcomes the belief that he or she cannot complete the program and realizes that failure will result in imprisonment, the trainee often begins to put forth the effort needed to succeed.

The SAI program also works to change the attitude and behavior of offenders who violate program rules by imposing internal sanctions rather than immediately terminating them from the program. Sanctions can include disciplinary exercise, verbal counseling, a loss of telephone privileges or the elimination of off-grounds work assignments.

During 1999, a total of 508 offenders (35.4 percent) of the graduates earned their GED certificates during the 90-day program.

Of the 580 prisoners who graduated during the 1999 calendar year:

- 90.5% were on parole by the end of the year
- 1.2% had returned to prison with a new felony conviction
- 6.9% had returned to prison as technical parole violators
- 0.9% had reparaoled after being returned as technical parole violators
- 0.5% had discharged from parole

Of the 854 probationers who graduated during the fiscal year:

- 89.8% either finished the sentence or were in the after care portion of the program
- 7.9% had been resentenced to prison as technical probation violators
- 0.9% had been sentenced to prison after being convicted of offenses committed while they were involved in their aftercare portion of the program
- 1.4% had been sentenced to prison for offenses which were committed after they were discharged from probation.

Prisons



At only 1.5 percent, Michigan's prison population growth in 1999 was

slower than had been anticipated, reflecting a total net increase of 627 offenders.

By year's end, there were approximately 43,500 offenders in the state's 40 prisons, 14 camps and Special Alternative Incarceration program. Another 774 were housed at the Greensville Correctional Center in Jarratt, Va., because Michigan's prisons did not have the capacity to hold them.

All secure prisons provide fences (almost all of which are two-row fences, topped with razor-ribbon wire), electronic detection systems and an Alert Response Vehicle to patrol outside the perimeter. Those prisons designated as Level III and higher also have gun towers.

All camps have fences with razor-ribbon wire, and some have electronic detection systems. Eventually all camps will have electronic detection systems.

Except for Levels V, VI and those in segregation, most prisoners are housed two to a room or in open multiple-bunk settings.

Education Is A Priority



Perhaps the most consistent factor in personal success is the quality of education. At any one time in 1999, approximately 22 percent of all offenders in prisons and camps were enrolled in formal education, such as Adult Basic Education (ABE), vocational training, General Educational Development (GED) and college-level classes.

The state spends approximately \$31 million annually to provide educational programming in camps and prisons. The purpose is to provide offenders with the opportunity to gain academic, social and work skills to become productive while in prison and when released.

The department provides ABE and GED courses at all prisons; six of the 15 camps (including the state's boot camp) also offer ABE and GED. With the exception of the maximum-security prisons, all prisons also offer a variety of vocational training courses.

The department overhauled its educational system in 1995, retooling its educational programs with an eye toward ensuring that all prisoners, with some exceptions, earn a high school degree or its equivalent before parole or discharge from parole. As a result, the number of prisoners earning GEDs has steadily increased. By department policy and with some exceptions, GED completion is required for parole or discharge from parole.



Education is an important part of a prisoner's programming

A computer-assisted education program, which successfully piloted in eight prisons in the Upper Peninsula in 1998, was incorporated into all of the state's correctional facilities in 1999. The software used in the program offers sophisticated programs for literacy, numeracy, basic education and GED preparation. The computers shift some routine learning activities to computers while allowing teachers to provide individual in-

struction to those needing more attention.

In addition, the computer technology helps organize and track prisoner education records.

The department does not provide college programming except where it is being done under a federal court order. The order stems from consent decrees and settlements, entered into by the department roughly two decades ago. Prisoners are able to take correspondence courses at their own expense.

Prisoner Health Care



Medical, dental and mental health services are provided to prisoners at the community standard of care, which is constitutionally required. Ensuring adequate health care for prisoners also protects communities to which offenders return after incarceration and improves their opportunity to become productive members of society. Court decisions, legislation, accepted correctional and health care standards, as well as department policies and procedures, determine the standard of health care provided.

Primary health care is provided by nurses, physicians, dentists and other staff at clinics located in each prison. Chronic disease management, dental care, vision care, health screening, acute care clinics and emergency care are provided on-site. Health promotion, disease prevention and health education are key components of the department's overall health care plan. Care is provided only by qualified health care professionals who must be licensed to provide care by the state of Michigan.

The department works to maintain cost efficiency in providing good medical care through a variety of methods including telemedicine, health care co-pays and managed care. For a further discussion on cost savings see section beginning on page 21.

Units at the Lakeland Correctional Facility are designed and staffed to meet the needs of elderly prisoners and those with diabetes. In-patient units at Huron Valley Men's Facility and Marquette Branch Prison are available for prisoners who need 24-hour nursing care.

In-patient, short-term care is provided at local hospitals and at the Duane L. Waters Hospital, a department-operated, secure facility in Jackson. The 84-bed hospital is accredited by the Joint Commission for Ac-

crediting Health Care Organizations. In addition to medical, surgical, long-term and psychiatric care, numerous specialists provide specialty care to prisoners at out-patient clinics.

Prisoners requiring care not available at Duane L. Waters Hospital may be hospitalized in the secure units in Foote Hospital in Jackson, Hackley Hospital in Muskegon or wherever their health care needs can be met.

Mental health services are provided through the department's psychological services staff as well as through a contract with the Department of Community Health (DCH). MDOC psychological staff provide reception testing, sex offender treatment, assaultive offender treatment, crisis intervention, suicide evaluation and follow-up of mentally ill prisoners discharged from the acute care continuum provided by the DCH staff. Care provided by DCH includes an acute care psychiatric hospital -- the Huron Valley Center in Ypsilanti -- as well as residential treatment programs and outpatient mental health teams located throughout the prison system.



Michigan State Industries

Michigan State Industries (MSI) provides work for nearly 2,351 prisoners annually in 1,343 permanent assignments at 15 state prisons and one camp. Products and services are sold to tax-supported agencies and to nonprofit tax exempt organizations in Michigan and other states including the federal government. Sales during fiscal year 1999 reached \$34.3 million.

The major goal of MSI is to provide meaningful employment and opportunities to learn marketable skills for a significant number of prisoners but not to put civilian workers out of jobs nor to compete unnecessarily with private vendors.



Clothing factory at Carson makes uniforms and prisoner clothing.

Michigan State Industries does not rely on state revenues for its operating expenses and is 100% self-supporting.

Among the products and services: Conversion of blueprints, drafting tracings and other engineering information to editable electronic information; the manufacture of furniture, road signs, shoes, clothing, athletic wear, laminated products, janitorial supplies, license plates; the laundering of clothing for hospitals and institutions; the manufacturing of dentures and glasses; the production of lumber and textiles.

With the expansion of prison housing in 1999, MSI geared up operations to build new cell furnishings. Engineering staff and staff from the Metal Furniture Factory, in collaboration with the MDOC's physical plant and facilities staff, designed and redesigned cell furniture to meet the department's security needs and to plan for future prison housing needs.

In the cut and sew operations, MSI redesigned and upgraded inmate clothing to meet the needs required by placing all prisoners in state-issued uniforms. Female inmate sleep wear and pants were redesigned along with a new inmate winter coat.

MSI is studying the possibility of developing a "seed to table" food production operation to meet the needs of the state's prisons and in 1999 visited the farm operation in the Georgia Department of Corrections to assess the possibilities in these areas.

Future plans also include selling MSI products over the Internet.



Map

Michigan Department of Corrections Correctional Facilities Administration Prison and Camp Facilities As of December 1999



PRISON FACILITIES

ADRIAN TEMPORARY CORRECTIONAL FACILITY

Warden Frank Elo
2727 E. Beecher Street
Adrian, MI 49221
(517) 263-3500



Opened: 1989

Operating Capacity: 960

Population Type: Males, all ages

Security Level: Secure Level I (Minimum)

General Fund Appropriation for 1999/2000: \$38.9 million

Staffing: 587 of which 331 are corrections officers

Note: General Fund Appropriation and Staffing includes Gus Harrison Correctional Facility.

ALGER MAXIMUM CORRECTIONAL FACILITY

Warden Wayne W. Stine
Industrial Park Drive
P.O. Box 600
Munising, MI 49862
(906) 387-5000



Opened: 1990

Operating Capacity: 532

Population Type: Males, all ages

Security Level: V (Maximum)

General Fund Appropriation for 1999/2000: \$22.2 million

Staffing: 396 of which 250 are corrections officers

BARAGA MAXIMUM CORRECTIONAL FACILITY

Warden Michael J. Crowley
Rte. 2, Box 555
301 Wadaga Road
Baraga, MI 49908
(906) 353-7070



Opened: 1993
Operating Capacity: 595
Population Type: Males, all ages
Security Level: V (Maximum)
General Fund Appropriation for 1999/2000: \$25.3 Million
Staffing: 542 of which 359 are corrections officers

EARNEST C. BROOKS CORRECTIONAL FACILITY

Acting Warden: Mary Berghuis
2500 S. Sheridan Drive
Muskegon Heights, MI 49444
(231) 773-9200



Opened: 1989
Operating Capacity: 1,262
Population Type: Males, all ages
Security Levels: I (Minimum), II (Medium), and IV (Close)
General Fund Appropriation for 1999/2000: \$39.2 million
Staffing: 553 of which 285 are corrections officers
Note: General Fund Appropriation and Staffing includes Muskegon Temporary Facility.

CARSON CITY CORRECTIONAL FACILITY

Acting Warden Kurt Jones
10522 Boyer, P.O. Box 5000
Carson City, MI 48811
(517) 584-3941



Opened: 1987
Operating Capacity: 1,251
Population Type: Males, all ages
Security Levels: I (Minimum), II (Medium) and IV (Close)
General Fund Appropriation for 1999/2000: \$39.9 million
Staffing: 563 of which 320 are corrections officers.
Note: General Fund Appropriation and Staffing includes Carson City Temporary Facility.

CARSON CITY TEMPORARY FACILITY

Acting Warden Kurt Jones
10274 Boyer Road, P.O. Box 5000
Carson City, MI 48811
(517) 584-3941



Opened: 1987

Operating Capacity: 960

Population Type: Males, 21 and older

Security Level: II (Medium)

General Fund Appropriation for 1999/2000: \$39.9 million

Staffing: 563 of which 320 are corrections officers

Note: General Fund Appropriation and Staffing includes Carson City Correctional Facility.

CHIPPEWA CORRECTIONAL FACILITY

Warden Patricia L. Caruso
4387 West M-80
Kincheloe, MI 49784-0001
(906) 495-2275



Opened: 1988

Operating Capacity: 1,204

Population Type: Males, all ages

Security Levels: Secure Level I (Minimum), III (Medium), and IV (Close).

General Fund Appropriation for 1999/2000: \$37.3 million

Staffing: 659 of which 352 are corrections officers

Note: General Fund Appropriation and Staffing includes Chippewa Temporary Facility.

CHIPPEWA TEMPORARY FACILITY

Warden Patricia L. Caruso
4269 West M-80
Kincheloe, MI 49785
(906) 495-5674



Opened: 1988

Operating Capacity: 960

Population Type: Males, all ages
Security Level: Level I (Medium)
General Fund Appropriation for 1999/2000: \$37.3 million
Staffing: 659 of which 352 are corrections officers
Note: General Fund Appropriation and Staffing includes Chippewa Correctional Facility.

COOPER STREET CORRECTIONAL FACILITY

Warden Sherry Burt
3100 Cooper St.
Jackson, MI 49201
(517) 780-6175



Opened: 1997
Operating Capacity: 812
Population Type: Males 17 or older not diagnosed as mentally ill
Security Level: Secure Level I (Minimum)
General Fund Appropriation for 1999/2000: \$19.7 million
Staffing: 271 of which 167 are corrections officers

G. ROBERT COTTON CORRECTIONAL FACILITY

Warden Dennis M. Straub
3500 North Elm Road
Jackson, MI 49201
(517) 780-5000



Opened: 1985
Operating Capacity: 1,689
Population Type: Males, all ages
Security Levels: I (Minimum), II (Medium), III (Medium), and IV (Close)
General Fund Appropriation for 1999/2000 (includes Clinical): \$30.7 million
Staffing: 510 of which 330 are corrections officers

FLORENCE CRANE WOMEN'S FACILITY

Warden Sally Langley
38 Fourth Street, P.O. Box 307
Coldwater, MI 49036



(517) 279-9165

Opened: 1985

Operating Capacity: 588

Population Type: Females 17 and older

Security Level: II (Medium)

General Fund Appropriation for 1999/2000: \$18.3 million

Staffing: 383 of which 232 are corrections officers

CHARLES EGELER CORRECTIONAL FACILITY

Warden Tom Phillips

3855 Cooper Street

Jackson, MI 49201

(517) 780-5600

Opened: 1988

Operating Capacity: 1,032

Population Type: Males, 21 years and older

Security Level: II (Medium)

General Fund Appropriation for 1999/2000: \$19.5 million

Staffing: 497 of which 223 are corrections officers (This also includes personnel of the Duane Waters Hospital)



RICHARD A. HANDLON MICHIGAN TRAINING UNIT

Warden John Prelesnik

P.O. Box 492, 1728 Bluewater Hwy.

Ionia, MI 48846

(616) 527-3100

Opened: 1958

Operating Capacity: 1,317

Population Type: Males, 25 and under

Security Level: II (Medium)

General Fund Appropriation for 1999/2000 (includes clinical costs): \$21.1 million

Staffing: 310 of which 158 are corrections officers



GUS HARRISON CORRECTIONAL FACILITY

Warden Frank Elo
2727 East Beecher
Adrian, MI 49221
(517) 265-3900

Opened: 1991

Operating Capacity: 1,244

Population Type: Males, all ages

Security Levels: I (Minimum), II (Medium) and IV (Close)

General Fund Appropriation for 1999/2000: \$38.9 million

Staffing: 587 of which 331 are corrections officers

Note: General Fund Appropriation and Staffing includes Adrian Correctional Facility.



HIAWATHA CORRECTIONAL FACILITY

Warden Robert J. Kapture
4533 Marshall Road
Kincheloe, MI 49786-0001
(906) 495-5661

Opened: 1989

Operating Capacity: 960

Population Type: Men, 21 and older

Security Level: Secure Level I (Minimum)

General Fund Appropriation for 1999/2000: \$40.1 million

Staffing: 597 of which 358 are corrections officers

Note: General Fund Appropriation and Staffing includes Kinross Correctional Facility



HURON VALLEY MEN'S CORRECTIONAL FACILITY

Warden Andrew Jackson
3201 Bemis Road
Ypsilanti, MI 48197
(734) 572-9900

Opened: 1981

Operating Capacity: 489

Population Type: Males, all ages

Security Level: IV (Close)



General Fund Appropriation for 1999/2000: \$20.5 million
Staffing: 361 of which 215 are corrections officers

IONIA MAXIMUM CORRECTIONAL FACILITY

Warden Zbigniew Tyszkiewicz
1576 W. Bluewater Hwy.
Ionia, MI 48846
(616) 527-6331

Opened: 1987

Operating Capacity: 571

Population Type: Males, all ages

Security Levels: VI (Maximum) with 240 level II (Medium) beds
for work force

General Fund Appropriation for 1999/2000: \$23.9 million

Staffing: 388 of which 278 are corrections officers



IONIA TEMPORARY FACILITY

Warden Martin Makel
1755 Harwood Road
Ionia, MI 48846
(616) 527-6320

Opened: 1985

Operating Capacity: 960

Population Type: Males, 17 and older

Security Level: Secure Level I (Minimum)

General Fund Appropriation for 1999/2000: \$16.7 million

Staffing: 227 of which 112 are corrections officers



KINROSS CORRECTIONAL FACILITY

Warden Robert J. Kapture
16770 S. Watertower Drive
Kincheloe, MI 49788
(906) 495-2282

Opened: 1978

Operating Capacity: 1,218

Population Type: Males, 21 and older



Security Level: II (Medium)

General Fund Appropriation for 1999/2000: \$40.1 million

Staffing: 597 of which 358 are corrections officers

Note: General Fund Appropriation and Staffing includes Hiawatha Correctional Facility.

LAKELAND CORRECTIONAL FACILITY

Warden Carol R. Howes

141 First Street

Coldwater, MI 49036

(517) 278-6942

Opened: 1985

Operating Capacity: 1,204

Population Type: Males, 17 and older

Security Levels: Secure Level I (Minimum) and Level II (Medium)

General Fund Appropriation for 1999/2000: \$20.8 million

Staffing: 319 of which 170 are corrections officers



MACOMB CORRECTIONAL FACILITY

Warden Jimmy Stegall

34625 26 Mile Rd. (P.O. Box 48099)

New Haven, MI 48048

(810) 749-4900

Opened: 1993

Operating Capacity: 1,251

Population Type: Males, all ages

Security Levels: I (Minimum), II (Medium), IV (Close)

General Fund Appropriation for 1999/2000: \$24.5 million

Staffing: 332 of which 205 are corrections officers



MARQUETTE BRANCH PRISON

Warden Gerald Hofbauer

P.O. Box 779, 1960 U.S. Hwy. 41

Marquette, MI 49855

(906) 226-6531

Opened: 1889

Operating Capacity: 1,139



Population Type: Males, 21 and older
Security Levels: Level V (Maximum) and Level I (Minimum)
General Fund Appropriation for 1999/2000: \$32.1 million
Staffing: 537 of which 311 are corrections officers

MID-MICHIGAN TEMPORARY CORRECTIONAL FACILITY

Warden Paul Renico
8201 Croswell Road
St. Louis, MI 48880
(517) 681-4361

Opened: 1990

Operating Capacity: 960

Population Type: Males, all ages

Security Level: Secure Level I (Minimum)

General Fund Appropriation for 1999/2000: \$16.9 million

Staffing: 624 which includes 382 corrections officers

Note: General Fund Appropriation and staffing includes St. Louis Correctional Facility.



MOUND CORRECTIONAL FACILITY

Warden Kenny Robinson
17601 Mound Road
Detroit, MI 48212
(313) 368-8300

Opened: 1994

Operating Capacity: 1,066

Population Type: Males, all ages

Security Levels: Levels II (Medium) and IV (Close)

General Fund Appropriation for 1999/2000: \$22.5 million

Staffing: 361 of which 235 are corrections officers



MUSKEGON CORRECTIONAL FACILITY

Warden Terry Pitcher
2400 South Sheridan Drive
Muskegon, MI 49442
(231) 773-3201

Opened: 1974



Operating capacity: 1,306
Population Type: Males, all ages
Security Level: III (Medium)
General Fund Appropriation for 1999/2000: \$24.4 million
Staffing: 354 of which 196 are corrections officers

MUSKEGON TEMPORARY FACILITY

Acting Warden Mary Berghuis
2500 S. Sheridan
Muskegon Heights, MI 49444
(231) 773-1122



Opened: 1987
Operating Capacity: 960
Population Type: Males, all ages
Security Level: Secure Level I (Minimum)
General Fund Appropriation for 1999/2000: \$39.2 million
Staffing: 553 of which 285 are corrections officers
Note: General Fund Appropriation and Staffing includes Brooks Correctional Facility.

NEWBERRY CORRECTIONAL FACILITY

Warden James MacMeekin
3001 Newberry Avenue
Newberry, MI 49868
(906) 293-6200



Opened: 1996
Operating Capacity: 930
Population Type: Males, 17 and older
Security Level: II (Medium)
General Fund Appropriation for 1999/2000: \$21.2 million
Staffing: 316 of which 163 are corrections officers

OAKS CORRECTIONAL FACILITY

Warden David Gundy
P.O. Box 38, 1500 Caberfae Hwy.
Eastlake, MI 49626-0038
(231) 723-8272
Opened: 1992
Operating Capacity: 708
Population Type: Males, all ages
Security Level: Level V (Maximum)
General Fund Appropriation for 1999/2000: \$26.2 million
Staffing: 464 of which 298 are corrections officers



MICHIGAN REFORMATORY

Warden Pamela K. Withrow
1342 W. Main
Ionia, MI 48846
(616) 527-2500
Opened: 1873
Operating Capacity: 1,300
Population Type: Males, 25 and under
Security Levels: IV (Close), with Level I (Minimum) unit of 250 beds outside the walls
General Fund Appropriation for 1999/2000: \$31.9 million
Staffing: 451 of which 243 are corrections officers



PARNALL CORRECTIONAL FACILITY

Warden Henry Grayson
1780 E. Parnall
Jackson, MI 49201
(517) 780-6004
Opened: Old Prison: 1839 New Prison: 1926
(Old prison closed July 1934)
Operating Capacity: 1,485
Population Type: Males, 21 and older
Security Level: I (minimum)



General Fund Appropriation for 1999/2000: \$22. million

Staffing: 315 of which 174 are corrections officers

RIVERSIDE CORRECTIONAL FACILITY

Warden Stanley Adams

777 W. Riverside Drive

Ionia, MI 48846

(616) 527-0110

Opened: 1977

Operating Capacity: 783 (+ 191 in Reception Center)

Population Type: Males, 17 and older

Security Level: IV (Close)

General Fund Appropriation for 1999/2000: \$25.5 million

Staffing: 542 of which 337 are corrections officers



RYAN CORRECTIONAL FACILITY

Warden David Smith

17600 Ryan Road

Detroit, MI 48212

(313) 368-3200

Opened: 1991

Operating Capacity: 1,054

Population Type: Males, all ages

Security Levels: II (Medium) and IV (Close)

General Fund Appropriation for 1999/2000 (includes clinical):

\$24. million

Staffing: 362 of which 235 are corrections officers



SAGINAW CORRECTIONAL FACILITY

Warden Barbara Bock

9625 Pierce Rd., P.O. Box 659

Freeland, MI 48623

(517) 695-9880

Opened: 1993

Operating Capacity: 1,250

Population Type: Males, all ages



Security Level: I (Minimum), II (Medium) and IV (Close)
General Fund Appropriation for 1999/2000: \$26.3 million
Staffing: 382 of which 224 are corrections officers

ST. LOUIS CORRECTIONAL FACILITY

Warden Paul Renico
8585 N. Croswell Rd.
St. Louis, MI 48880
(517) 681-6444



Opened: 1999

Operating Capacity: 1,294

Population Type: Males, 21 and older

Security Level: IV (Close)

General Fund Appropriation for 1999/2000: \$20.5 million

Staffing: 624 of which 382 are corrections officers

Note: General Fund Appropriation and staffing includes Mid-Michigan Correctional Facility.

ROBERT SCOTT CORRECTIONAL FACILITY

Warden Joan Yukins
47500 Five Mile Road
Plymouth, MI 48170
(734) 459-7400



Opened: 1986 as a men's prison; Converted to a women's prison 1991

Operating Capacity: 850

Population Type: Females, all ages

Security Levels: Levels I (Minimum) , II (Medium), IV (Close) and V (Maximum)

General Fund Appropriation for 1999/2000 (includes clinical): \$24.1 million

Staffing: 379 of which 217 are corrections officers

SOUTHERN MICHIGAN CORRECTIONAL FACILITY

Warden Bruce Curtis
4002 Cooper St.
Jackson, MI 49201
(517) 780-6000

Opened: 1997

Operating Capacity: 605

Population Type: Males, 21 and older

Security Level: IV (close)

General Fund Appropriation for 1999/2000: \$27.9 million

Staffing: 369 of which 244 are corrections officers



STANDISH MAXIMUM CORRECTIONAL FACILITY

Warden Thomas Birkett
4713 West M-61
Standish, MI 48658
(517) 846-7000

Opened: 1990

Operating Capacity: 506

Population Type: Males, all ages

Security Level: V (maximum)

General Fund Appropriation for 1999/2000: \$21.4 million

Staffing: 430 of which 276 are corrections officers



STATE PRISON OF SOUTHERN MICHIGAN & RECEPTION AND GUIDANCE CENTER

Warden Harold White
4000 Cooper Street
Jackson, MI 49201
(517) 780-6000

Opened: Old Prison: 1839 New Prison: 1926

(Started new prison in 1924 - finished and old prison closed, July, 1934)

Operating Capacity: 209 (+ 587 at Reception Center)

Population Type: Males, 21 and older



Security Level: IV (close)
General Fund Appropriation for 1999/2000: \$37.8 million
Staffing: 499 of which 341 are corrections officers

THUMB CORRECTIONAL FACILITY

Warden Barry McLemore
3225 John Conley Drive
Lapeer, MI 48446
(810) 667-2045

Opened: 1987

Operating Capacity: 967

Population Type: Males, all ages

Security Levels: II (medium) and IV (close)

General Fund Appropriation for 1999/2000 (includes clinical):
\$22.2 million

Staffing: 380 of which 233 are corrections officers



WESTERN WAYNE CORRECTIONAL FACILITY

Warden Clarice Stovall
48401 Five Mile Road
Plymouth, MI 48170
(734) 459-2500

Opened: 1985

Operating Capacity: 774

Population Type: Males, all ages

Security Level: III (medium)

General Fund Appropriation for 1999/2000: \$21.4 million

Staffing: 374 of which 222 are corrections officers



Human Resources

Employees are the department's most valuable resource. Well-trained and professional staff members are essential if the department is to be successful in supervising offenders, whether they are in prison, on parole or on probation. To that end, the department focuses substantial resources on several key personnel issues, such as: Attracting and retaining good employees; providing extensive and comprehensive training; developing strong leadership; maintaining diversity; and helping employees to achieve success in their careers. It is the responsibility of the Office of Personnel and Labor Relations, working with the Office of Equal Employment Opportunity (EEO), to recruit and retain an employment pool that will best serve the needs of Michigan's taxpayers.

The Office of Personnel and Labor Relations consists of seven sections: Recruitment, Disability Management, Labor Relations, Personnel Services, Classification, Technical Assistance and Training. The office plans, develops and implements all personnel policies and programs to ensure compliance with Civil Service Commission rules, the terms of collective bargaining unit agreements and all federal and state labor laws.





Celebrating Diversity -- Diversity training is an important activity in the MDOC. Above, employees from the Huron Valley Men's Facility receive training.

The office also prepares and maintains the department's Employee Handbook, which identifies department work rules and other employment requirements.

Training

The Michigan Department of Corrections provides to its employees some of the most extensive training in the nation, to ensure a professional work force. Corrections officers are required to successfully complete 640 hours of new employee training. The hours are divided between classroom work at the DeMarse Training Academy and on-the-job training at various work sites throughout the state. Trainees must pass written and practical exams, and they must meet standards set during their on-the-job training, including weapons qualification. At the end of the program, trainees who have successfully completed all requirements, including a physical agility and fitness test, attend a formal graduation ceremony.

Non-custody employees must also attend a new-employee school, which could last up to 80 hours depending on the job classification and the amount of contact expected with offenders. Probation and parole em-

ployees have a similar new employee school requirement and complete eight weeks of on-the-job training. In addition to new employee school, mandatory annual in-service training for all employees is required.

Between January 1, 1999, and December 9, 1999,

more than 1,400 new employees attended new employee training.

Significant revisions to the curricula for both new employee school and in-service training programs have been made. New programs were provided to trainees in the areas of prisoner discipline, use of force, prisoner count and airborne/blood-borne pathogens. Additionally, new training for status employees was developed and delivered in the areas of handgun retention, hostage awareness and personal searches. Planning for a new 72-hour mandatory training for sergeants was started in 1999, and work began on revisions to the female offender program to further strengthen what is already one of the nation's top programs.



An emergency response team in training in 1999.

Labor Relations

Labor Relations worked with the Office of the State Employer to establish new agreements with several bargaining units. New primary agreements were reached with the Michigan Corrections Organization (MCO); the Michigan State Employees Association (MSEA); the United Auto Workers Local 6000 (UAW); and the American Federation of State, County and Municipal Employees (AFSCME).

Drug and alcohol testing was a major labor topic in 1999. Non-exclusively represented employees (NERE's) became subject to testing with the implementation of Civil Service Commission Rule 1-7. Between January and December of 1999, 422 names were received for random drug and alcohol testing of NERE's. A major addition to the bargaining unit agreements is the inclusion of bargaining unit members in a similar system of

drug and alcohol testing. Although the department has been able to require testing "for cause" in the past, the new system, under specific conditions, allows for pre-employment, pre-appointment, random, for cause and post-accident testing.

Equal Employment Opportunity (EEO)

Staff in the department's EEO office continued its effort to provide an environment free of discrimination and hostility through diversity training and enforcement of the department's stringent rules against discrimination and harassment. The EEO office is charged with overseeing, reporting and investigating allegations of discrimination and harassment. Trained investigators and counselors exist at each prison and field work location through which complaints can be filed and investigations made. The department will discipline any substantiated complaint of harassment or discrimination, whether it is sexual, racial or based on other factions such as age, national origin, color or marital status. Some important points regarding the department's stance against harassment and discrimination are:



Women security staff at the Crane Women's Facility in Coldwater.

- The sexual harassment policy is the best in state government. It ensures that an unbiased third party, detached from the work location, has the final say in all complaints, their dispositions and any sanctions imposed.
- A hot line number is provided. By calling 1-800-326-4537 an employee can anonymously report an incident of harassment or discrimination.
- Several avenues for redress are available for employees. Besides

the department's complaint and investigation process, an employee can report incidents to outside agencies including Civil Rights, the Federal EEO office, the Employee Services Program and the established grievance procedures as provided in Civil Service Commission rules or the applicable collective bargaining agreement.

Diversity of the Work Force

Women Working in Corrections

Diversity training by EEO staff helps employees identify barriers that keep them from working effectively with other employees. The employees design a plan to improve communications, to allow employees to take part in decision making and to help keep the rest of the staff informed of issues pertaining to maintaining a constructive work environment.

Until 1972, when the first female corrections officer was hired at the State Prison of Southern Michigan, women played a limited role in the Michigan correctional system. In 1975, female officers began working inside men's prisons. At the time, positions were typically limited to those with little offender contact, such as the arsenal, gun towers or information desks. In the same year, more women began working in various non-custody positions inside men's prisons. The first female teacher, however, worked inside a men's prison as early as 1970. By Dec. 23, 1999, a total of 17,788 employees worked in the department, 5,798 of whom were women. Of those, 1,896 were corrections officers.

Retaining experienced employees is important to the MDOC, too. The department's "Work Fit" Unit in Jackson, under the purview of the Disabilities Management section, was reviewed this year and the contract extended. The program assists employees in maintaining good health and physical fitness so they can avoid injuries, thus saving money by reducing the amount of sick days used and the number of worker compensation claims. The program also helps employees recover from injuries so they can return to work as soon and as safely as possible. The section is also working with an "interdepartmental placement team" to return injured employees to positions both within corrections and in other state departments when possible.

PERSONNEL

As of December 23, 1999, there were 17,788 employees working for the Department. Of that total, 9,010 were Corrections Officers.

Of the total employees, 3,488 were minority employees, and 5,798 females (1,896 of which are Corrections Officers). This information is from the Personnel Employment Report Number PD-081, dated 12/23/99.

LOCATION	Total Employees	Total Minority Employees	Total Corrections Officers*	Female Corr. Officers	Minority Corr. Officers
Central Office/FOA	2,601	745	171	36	94
Muskegon Corr. Facility	355	80	196	43	57
Handlon MI Training Unit	310	44	158	29	25
Marquette Branch Prison	541	21	306	25	14
Michigan Reformatory	451	55	243	33	41
Jackson Maximum (SPSM)	499	47	341	47	47
MSI	173	24	0	0	0
Riverside Corr. Facility	542	48	337	65	48
Kinross Corr. Facility	597	72	358	46	58
Huron Valley Men's	361	119	215	44	85
Crane Women's Facility	383	26	232	83	22
Western Wayne Corr. Fac.	374	183	222	72	129
Lakeland Corr. Facility	316	21	163	29	12
Ionia Temporary Facility	227	18	114	22	13
Cotton Corr. Facility	510	92	330	65	69
Scott Correctional Facility	379	216	217	134	158
Ionia Maximum Facility	388	49	278	37	36
Thumb Corr. Facility	380	64	233	68	48
Egler Corr. Facility	497	85	223	37	40
Adrian Corr. Facilities	587	73	331	72	40
Brooks/Muskegon Temp.	553	147	285	77	93
Carson City Facilities	563	41	320	65	22
Chippewa Corr. Facilities	659	71	352	52	53
Mid-Michigan/St. Louis	624	64	382	63	43
Standish Maximum Fac.	430	19	276	51	18
Alger Maximum Facility	398	31	250	42	19
Mound Corr. Facility	373	261	251	96	189
Ryan Corr. Facility	362	258	235	95	184
Oaks Corr. Facility	464	16	298	46	12
Baraga Corr. Facility	542	20	359	41	20
Macomb Corr. Facility	339	107	204	54	63
Saginaw Corr. Facility	382	61	224	65	44
Newberry Corr. Facility	381	36	227	41	31
Pine River Corr. Facility	145	10	96	24	7
Central Region - Jackson	149	15	0	0	0
Parnall Corr. Facility	315	66	174	34	41
Cooper Street Correcti	271	62	167	28	41
So. Michigan Corr. Facility	369	77	244	35	51
TOTAL	17,788	3,488	9,010	1,896	1,962

*Includes Corrections Officers, Corrections Medical Aids, Resident Unit Officers and Work Camp Supervisors.

Extras

1. MDOC at a Glance

All adults and juveniles sentenced as adults convicted of felonies for which the statutory maximum is more than one year can be sentenced to the state's prison system which is under the jurisdiction of the Michigan Department of Corrections.

Most convicted felons are not, however, sent to prison. Instead, most are supervised locally through probation while others are given a sentence of up to one year in a county jail. Probation supervision is provided by the department and by various felony courts. Qualified offenders may be sentenced to the "Boot Camp" program as a condition of their probation.

Convicted felons who have served time in prison can be, if eligible, paroled. Parole is a period of supervision outside a facility.

The Structure:

The Michigan Department of Corrections is one of the principal state departments.

Final responsibility for operation of the department rests with the Governor who appoints the director, with the advice and consent of the state Senate. The director serves at the pleasure of the Governor. The director has full power and authority in the supervision and control of the department's affairs and is its chief administrative officer.

Beneath the director are the following **Administrations** headed by Deputy Directors:

Correctional Facilities is responsible for the operation of all prisons and camps, including the reception and classification process, and treatment and transfer of prisoners who are housed in a prison or a camp.

Field Operations is responsible for state probation and parole supervision. It also oversees the Special Alternative Incarceration program (boot camp), the Office of Community Corrections, Community Residential Programs and the Michigan Parole Board.

Administration and Programs is in charge of budget preparation and fiscal control, facilities planning, data systems and information, operation research and planning, prisoner services, maintenance of files, personnel, labor relations and training.

Also within this Administration is Michigan State Industries and the Bureau of Health Care Services.

In addition to these Administrations, the following units also report to the director:

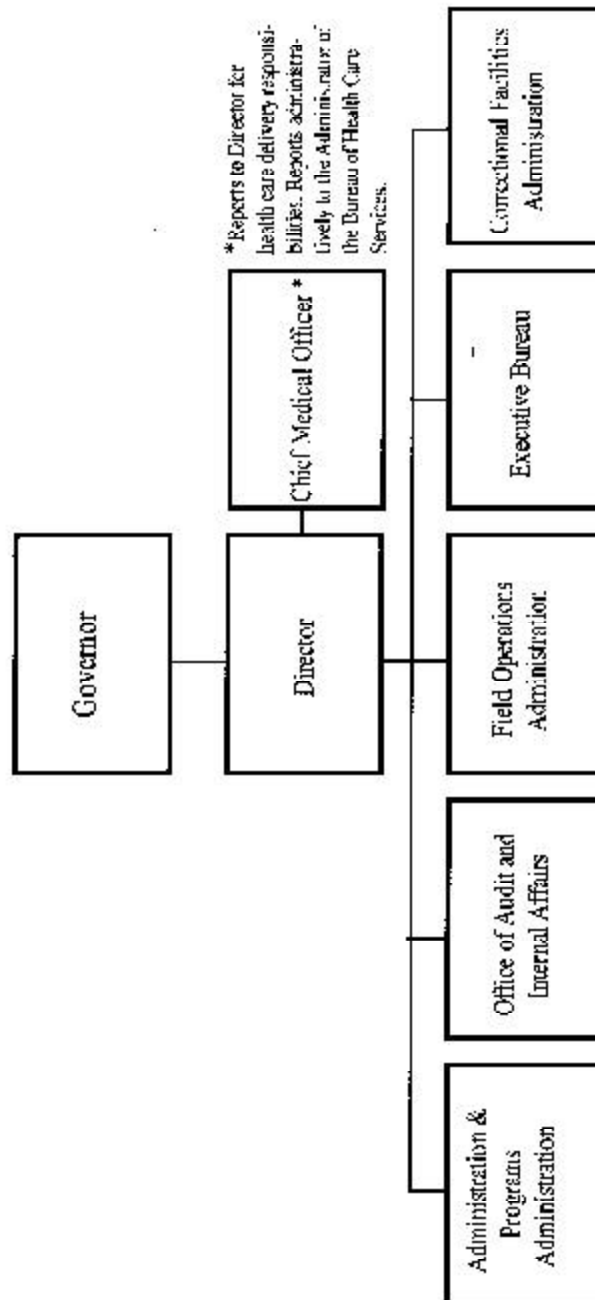
Executive Bureau: This unit, under the direction of the Executive Assistant to the Director, includes Public Information and Communications, the Legislative Liaison Section, and the Office of Policy and Hearings.

The **Office of Audit and Internal Affairs** has two primary functions. One is to evaluate the department's internal accounting and administrative control system. The other coordinates the investigation of possible criminal or administrative violations of laws or rules by department employees. It also oversees the unit that enforces state jail rules.

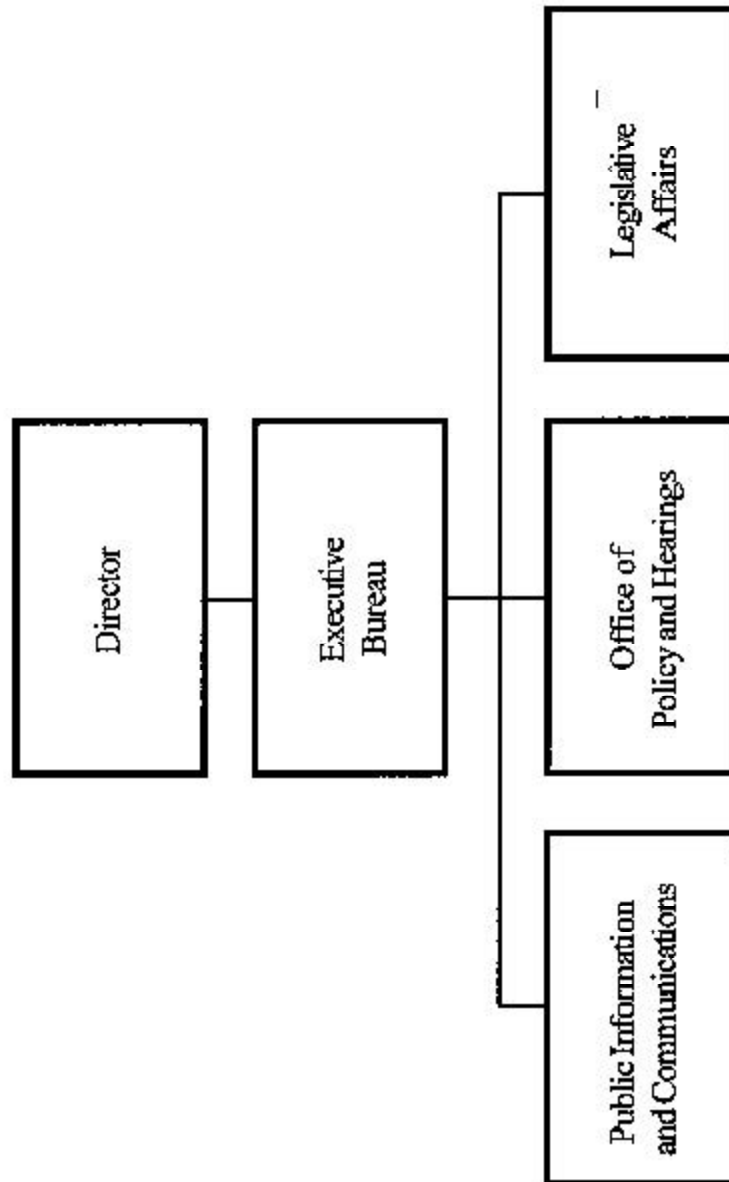
The administrators of **Female Offender Programs** and the **Equal Employment Opportunity Office** also report directly to the director.

2. Organizational Charts -- 1999

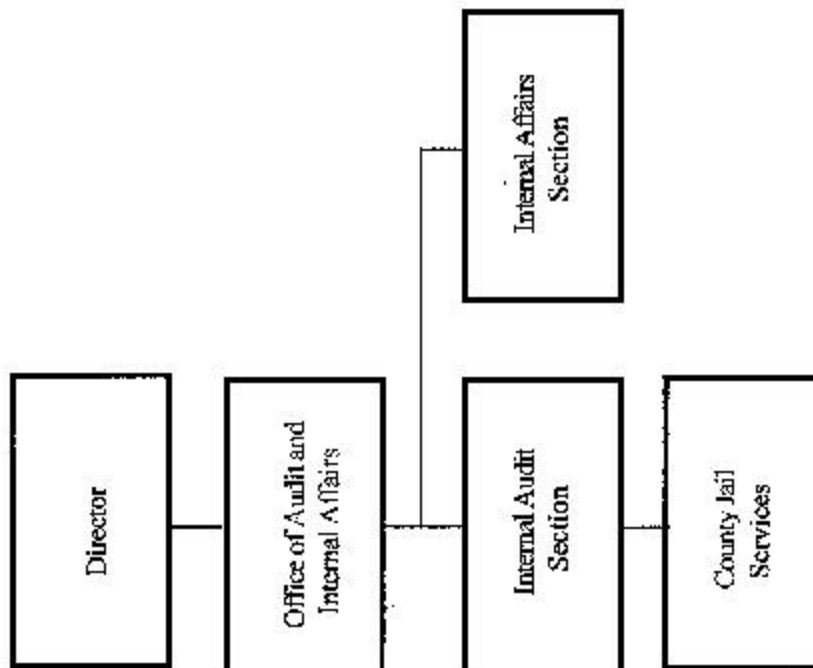
MICHIGAN DEPARTMENT OF CORRECTIONS Executive Management



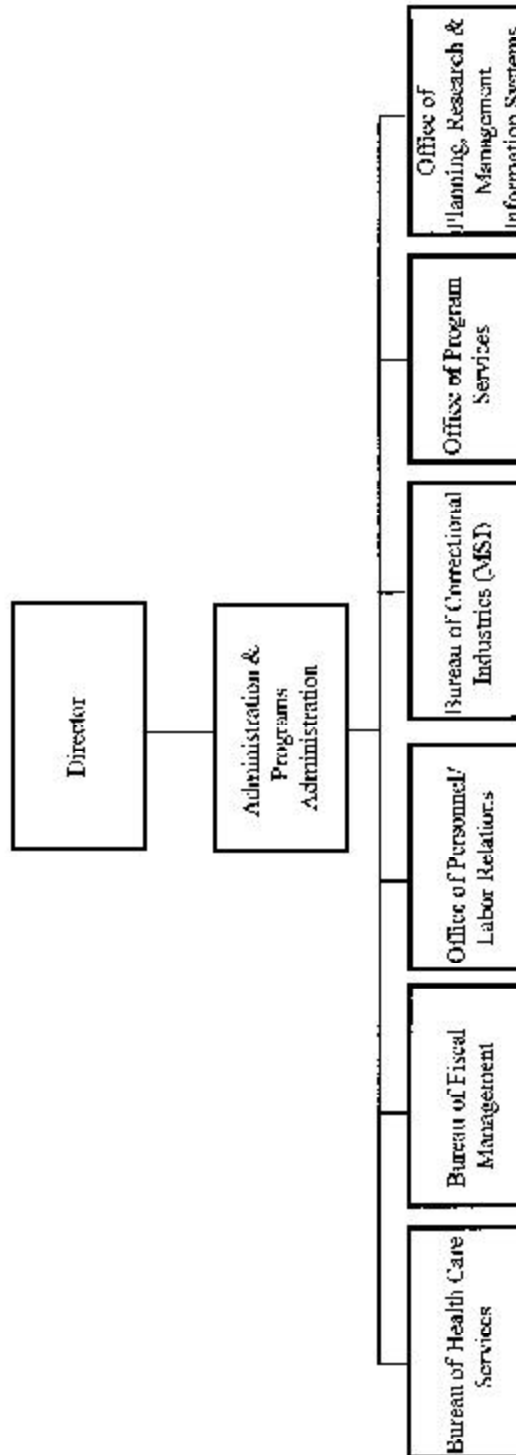
MICHIGAN DEPARTMENT OF CORRECTIONS
Executive Bureau



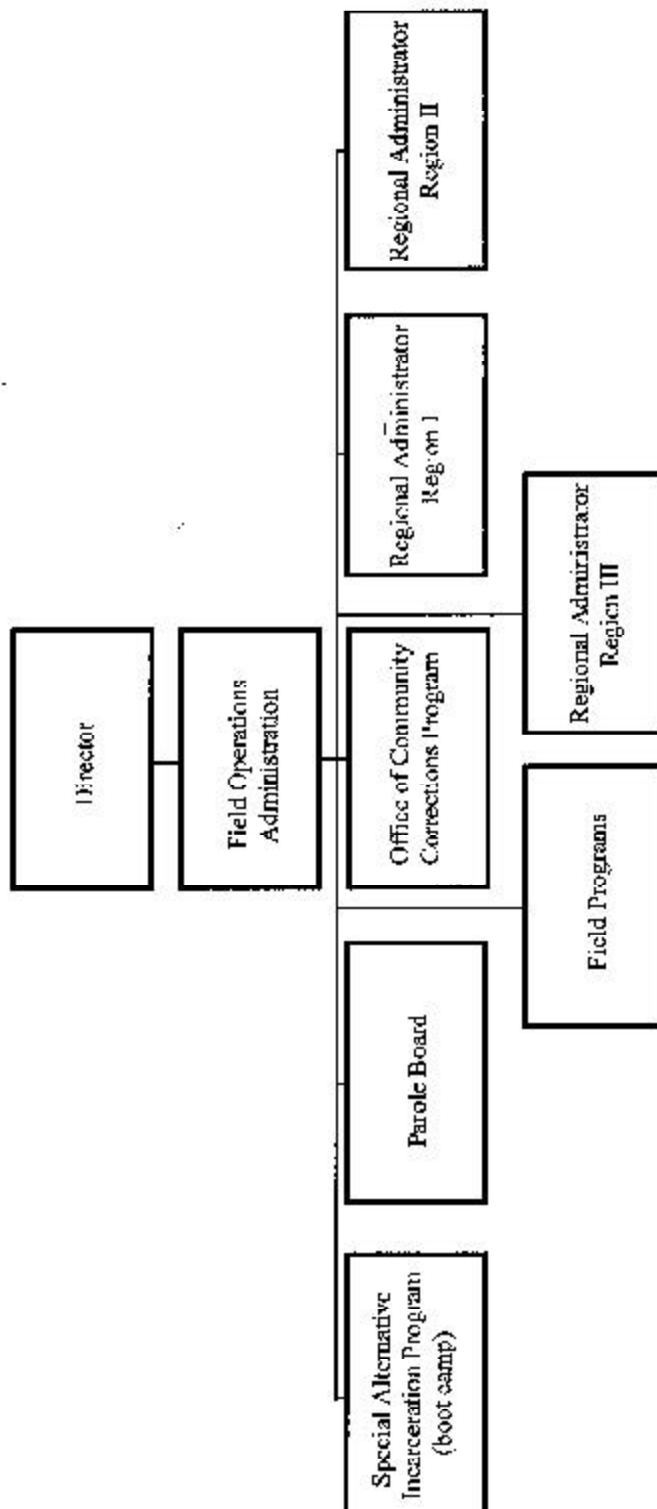
MICHIGAN DEPARTMENT OF CORRECTIONS
Office of Audit and Internal Affairs



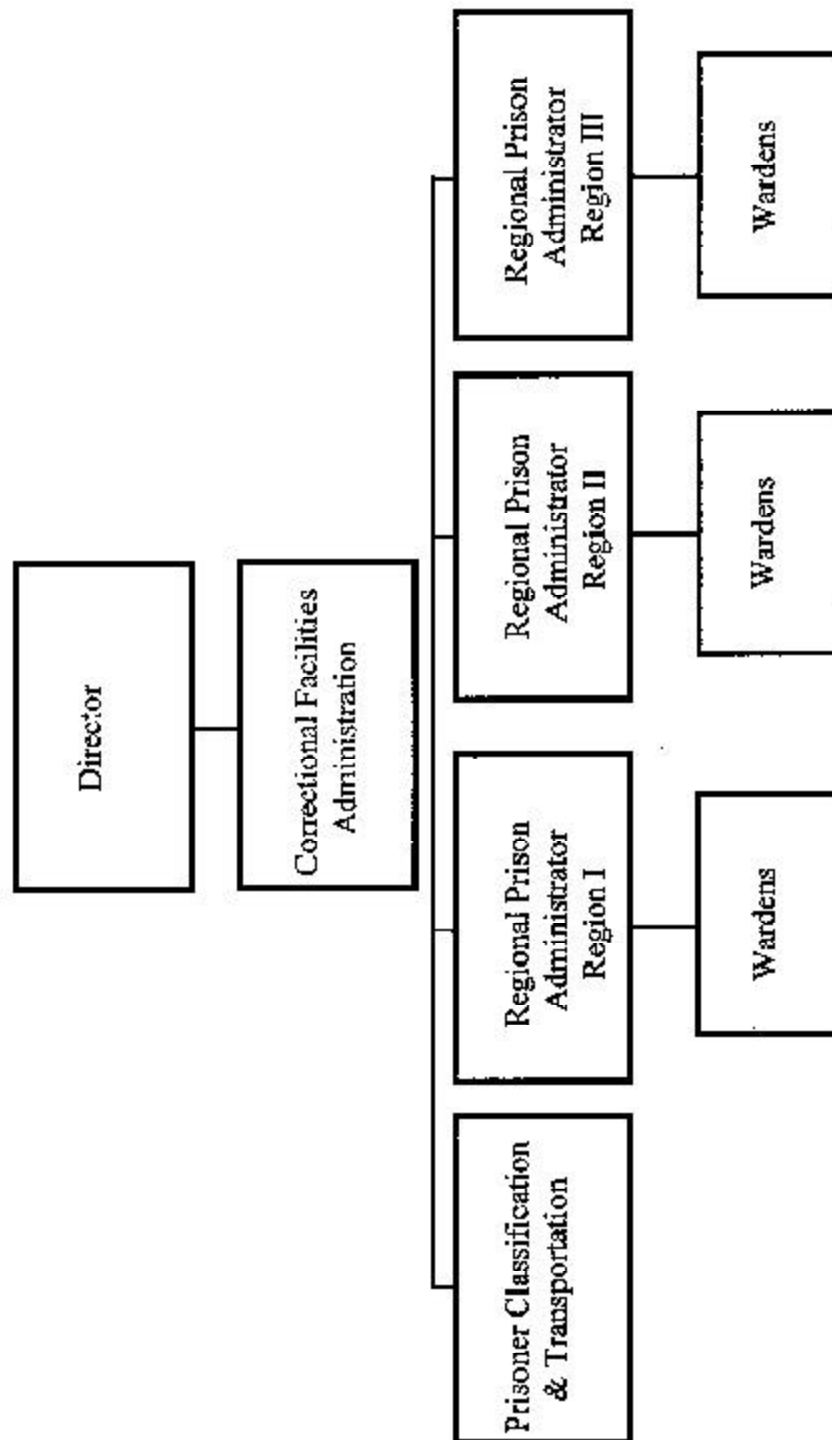
MICHIGAN DEPARTMENT OF CORRECTIONS
 Administration and Programs
 Administration



MICHIGAN DEPARTMENT OF CORRECTIONS
Field Operations Administration



MICHIGAN DEPARTMENT OF CORRECTIONS
Correctional Facilities Administration



3. Definitions

Absconder Recovery Unit (ARU) - Armed employees in these units apprehend escapees and parole absconders. Staff members receive specialized training in the areas of investigation and surveillance techniques. The process was started with a pilot project in 1985 in an attempt to reduce escapes from corrections centers. Most parole violators or escapees are caught within a few days.

Administrative Segregation - A separate housing unit in a higher security level prison in which prisoners are confined to their cells at all times except for limited outdoor exercise, showers and specific needs such as a medical visit. Segregation is used to manage offenders who have violated prison rules.

Community Corrections (Office of) — An office in the Field Operations Administration created by Public Act 511 of 1988. The office grants funds to counties that divert prison-bound offenders into locally operated punishment options developed by local boards, recommended by the state Community Corrections Board and approved by the department's director.

Community Residential Programs - The division within the department's Field Operations Administration responsible for electronic monitoring and corrections centers.

Corrections Center - A community facility operated by the Department of Corrections in which prisoners are supervised prior to parole. Prisoners are carefully screened for this "community status," are required to work or be in school while living in these facilities and pay a per diem to partially offset room and board expenses.

A Corrections Center is supervised by employees of the Department of Corrections, but not necessarily owned by the department. Some of these facilities are leased by the department.

Commutations and Pardons - Under the authority of the state

constitution, the governor has the power to grant executive clemency through pardons and commutations. The Michigan Parole Board reviews clemency applications and makes recommendations to the governor. In some cases, the board may conduct a public hearing to gather comments from interested parties prior to deciding on a recommendation.

In a commutation, the life sentence is reduced to the number of years already served by the offender and parole is granted. State law allows any prisoner serving any length of time to apply for a commutation.

State law requires a public hearing before the board can recommend executive clemency in all cases, including pardons.

There were two commutations granted by Gov. John Engler in 1998. None occurred in 1999. Since beginning as governor in 1991, Engler has commuted seven sentences. During the Blanchard Administration, from 1983-1990, a total of six commutations were ordered. A total of 94 commutations were granted during the 14 years of the Milliken administration.

In a pardon, the prisoner's sentence is effectively voided and the prisoner freed.

Crime Victim's Rights Act - This law provides rights to victims of crime and was first adopted in July, 1985. The law was reinforced by a constitutional amendment, adopted by the voters in 1988, which gives crime victims certain constitutional rights. Under the law, victims can request to be notified and consulted during the various steps of the criminal justice processes. The victim can submit a written or oral impact statement to the probation officer preparing the Pre-Sentence Investigation Report (PSI), and a written statement from the victim will be included in the PSI report if the victim requests it. Victims can also request the department to mail to the victim information about a prisoner, including the earliest parole eligibility date, any transfers or pending transfer of the prisoner to minimum security, a release or pending release to community placement, an escape or pending discharge.

The victim also can get notice of any Parole Board decision, a public hearing on a reprieve, commutation or parole, and also can address or submit a written statement to the Parole Board. Under a 1992 amendment to state law, a victim can also appeal a parole decision.

Disciplinary Credits - A system originally created as an incentive for good behavior for those prisoners effected by Proposal B of 1978, a referendum which abolished good time credits for primarily assaultive offend-

ers. Passed into law in 1982, the Disciplinary Credits legislation was amended in 1987 so that all prisoners convicted of a crime committed after April 1, 1987, can earn Disciplinary Credits. At the same time, the good time law was repealed for all new crimes. The credits accelerate a prisoner's parole eligibility five days for every month served, plus two more days per month where behavior is exceptionally good. The seven days are automatically lost if a prisoner is found guilty of a major misconduct during the month. A warden can forfeit additional credits already earned for such misconducts.

The maximum yearly reduction for Disciplinary Credits is 84 days.

As a result of a Truth in Sentencing law enacted in 1998, prisoners who commit an assaultive crime on or after Dec. 15, 1998, or any other crime on or after Dec. 15, 2000, are prohibited from earning disciplinary credits.

Felon - A person convicted of a felony crime.

Felony - In Michigan, any serious crime for which the possible maximum sentence is more than one year in prison. (Probation can be an alternative to prison in most felony crimes.)

Good Time - Days subtracted from certain prisoners' sentences for good behavior, required under Michigan law unless the prisoner has violated prison rules; it escalates from 5 days a month to 15 days a month on very long sentences. An additional one-half of regular good time can also be earned for exemplary behavior. Prisoners sentenced for crimes committed after April 1, 1987, do not earn good time.

Habitual Offender - The habitual criminal designation is not a separate crime but augments the punishment for second or subsequent felonies. That is, in Michigan anyone convicted of more than one felony can have his or her sentence lengthened if requested by the prosecutor and agreed to by the court.

Prisoners serving under the habitual offender statute cannot be paroled prior to their calendar minimum (i.e. the minimum sentence without reduction by Disciplinary Credits or Good Time) without permission of the sentencing judge or successor.

Halfway House - See Corrections Center.

Holmes Youthful Trainee Act - State law allows a judge to place a youth between 17 and 20 who is alleged to have committed a crime and who has pleaded guilty to that crime to be placed in prison or on probation without a conviction to avoid a criminal record. Excluded from this program are youth who are charged with a felony for which the maximum punishment is life imprisonment, a major controlled substance offense or a traffic offense. This action protects the privacy of the offender while on trainee status. If the youth successfully completes the program, there is no criminal record.

Imprisonment or probation cannot exceed three years.

Indeterminate Sentencing - In Michigan, which has a modified indeterminate sentencing structure, convicted felons, with few exceptions, are given a minimum and a maximum portion to their sentences. The maximum is usually determined by law, and the minimum is set by a judge with the legal restriction that it is not to exceed two-thirds of the maximum. The Michigan Parole Board has jurisdiction over the prisoner when he or she has served the minimum portion of the sentence.

Jail - A county institution usually for persons awaiting trial, unsentenced felons and misdemeanants and sentenced misdemeanants and felons.

Jail Reimbursement — A per diem pay to counties to house prisoners in a jail who traditionally would be in prison. Eligibility is determined yearly in the department's annual appropriations act.

Legislative Corrections Ombudsman - Created by state law in 1975, the Office of the Legislative Corrections Ombudsman is within the legislative branch of government. The Ombudsman is appointed by the Legislative Council.

The Ombudsman primarily investigates complaints by prisoners about prison operations.

The Ombudsman has access to all information which is generally available to department staff and is able to inspect any facility at any time.

Level I - VI prison housing - In general, the higher the security level, the more security risk a prisoner presents in terms of manageability or escape potential. Level I has a single security fence and does not

house sex offenders; Secure Level I can house sex offenders and has full security perimeters; Secure Level I and above all have secure perimeters which include double fences, razor ribbon and a perimeter detection system; Levels III and above all have gun towers. Some prisons have more than one security level.

Life Imprisonment - A mandatory term of life imprisonment without parole must be imposed if an offender is convicted of First-Degree Murder or placing explosives with personal injury resulting. As long as the offender is serving a mandatory life sentence, the offender cannot be paroled unless the sentence is commuted or pardoned by the governor. Since 1938, a total of 463 non-parolable lifers received a commutation, and the average time served was 23 and one-half years.

A second type of life sentence, from which a prisoner can be paroled, may be imposed for offenders convicted of Second-Degree Murder, Armed Robbery, Kidnaping, Assault with Intent to Murder, First-Degree Criminal Sexual Conduct, and for habitual offenders. These cases are commonly referred to as "lifer law" cases. In such instances, the Parole Board can consider parole after ten calendar years where the offense occurred before Oct. 1, 1992, and if the sentencing or successor judge does not file written objections. When the offense occurred on or after Oct. 1, 1992, the board can consider parole after 15 years if the sentencing or successor judge does not file written objections. A public hearing where victims and others can present testimony for or against parole is required prior to parole consideration. (See DRUG LIFER LAW regarding parole eligibility for prisoners serving life under the drug lifer law.)

The average number of regular lifers (non-commutation) paroled annually during the past 10 years has been 3.1. The average time served before parole since 1990 has been 19.9 years. The Parole Board interviews about 225 to 300 lifers a year.

Drug Lifer Law - The 1978 law required mandatory life imprisonment for delivery, possession or conspiracy to possess 650 or more grams of opiate narcotics or cocaine. The Michigan Supreme Court struck down the mandatory life for simple possession but remained for those convicted of delivery. In mid-1998, the law was revised. As of Oct. 1, 1998, lifers were eligible for parole after 20 years if they have an earlier and separate conviction for a "serious crime" as defined by the revised law or after 17.5

years if they do not have such a conviction. The revision of the drug lifer law also allows an eligibility reduction of two and one-half years if the sentencing judge or successor determines that the prisoner cooperated with law enforcement in solving any crime. Eligible cases are considered pursuant to the "lifer law."

In late 1999, over 180 persons were serving life sentences under the mandatory drug-lifer law.

Misdemeanor - A crime less serious than a felony for which the maximum sentence is usually not more than one year in a county jail. A sentence usually involves probation, jail time, a fine, or a combination of any or all of these three. Except in certain specific instances, persons convicted of a misdemeanor cannot be sentenced to prison.

Parole - A term of community supervision afforded by the Parole Board to a prisoner who has served the minimum portion of his or her sentence, less good time or disciplinary credits if applicable. While on parole, a parolee is supervised by an agent who is an employee of the Department of Corrections. At the successful completion of the parole period, the offender is "discharged" from his or her sentence. If a parolee violates the parole terms, he or she can be sent back to prison. The Parole Board retains jurisdiction until the maximum-sentence is served in prison or the offender discharges from parole.

Pre-Sentence Investigation Report (PSI) - State law requires that an investigation be completed and a report be prepared for every person convicted of a felony. This investigation and resulting report is used by the judge in sentencing and, if sentenced to prison, it is used by the Department of Corrections in determining classification, risk potential and other programming.

The investigation is conducted by a state probation officer after the defendant has been convicted of a crime. The report contains a description of the crime; any prior criminal record; information on the offender's marital status and family; any impact statement from the victim; information on employment and economic status, education, substance-abuse history, and mental and physical health.

Probation officers are required by law to recommend a sentence.

Prison - An institution for offenders sentenced to the Department of

Corrections.

Prison Reimbursement Act - A law allowing the state to collect money from prisoners to help defray the costs of imprisonment.

All prisoners must notify the department of their assets, and a prisoner's lack of cooperation in supplying such information can be taken into consideration by the Parole Board.

Assets are reported to the Attorney General who determines whether to file a lawsuit for collection. The law allows the government to seek reimbursement if a prisoner has enough money to recover 10% of the estimated cost of care or 10% of the estimated cost for two years, whichever is less. Not more than 90% of the assets can be secured. Assets include payments from worker's compensation, veteran's compensation, previously earned salary or wages, bonuses, annuities, and retirement benefits.

Money saved from wages and bonuses earned while in prison cannot be taken, according to the law.

Probation - A term of supervision afforded either a convicted felon or a convicted misdemeanor by a court as an alternative to prison or jail, although some judges may sentence offenders to a combination of both probation and jail or boot camp. The Michigan Department of Corrections supervises convicted felons who are serving probation sentences under the jurisdiction of the sentencing court.

Protective Segregation - A separate housing unit usually in a higher security prison for prisoners who are in danger of being assaulted by other prisoners.

Movement and property in segregation areas is usually restricted. However, prisoners are ordinarily entitled to writing materials, normal meals, mattresses, visits, clothing, showers and exercise.

Public Works - In this program eligible minimum-security prisoners are allowed to provide labor to public and, in some circumstances, to nonprofit agencies. The agency is charged a per diem per prisoner. Prisoners go out in crews of usually eight to ten, under the supervision of a department employee or a civilian who has received special training in managing the prisoner crews. They work on renovations of nature areas, clean up parks and cemeteries, help remodel community buildings and sandbag during flooding, among other chores. Approximately 1,300 pris-

oners are assigned to public works projects.

Punitive Segregation - Usually a small section within the segregation unit of a higher security prison for prisoners who are confined as a sanction for violating prison rules.

Youth Correctional Facility - A new 450-bed prison designed to house youthful offenders sentenced to the department for violent and assaultive crimes. The Michigan Youth Correctional Facility is privately owned and operated by the Wackenhut Corp. under contract with the department.

Risk Prediction - Statistically validated factors that predict the probability of a parolee committing assaultive and property crimes while on parole. It has not been possible to develop predictive factors for women because of the small numbers involved.

Using various factors, the department considers potential risk—very high, high, medium and low for new violent crimes while on parole; and for property crimes—high, medium and low probability.

Risk screening is used in determining eligibility for the state's Community Residential Programs and is incorporated within the department's security classification system.

Security Classification - The system used by the department to determine the appropriate prison security level of a prisoner. Levels range from I (minimum) to VI (super max). Generally, the prisoner's institutional behavior, length of sentence and escape potential determine the appropriate level.

Sentencing Guidelines - New sentencing guidelines, signed into law by Gov. John Engler in 1998, are expected to further shift punishment for appropriate felons toward community sanctions and help reserve prison beds for the most dangerous and persistent offenders. They will impact offenders whose crimes occurred after Jan. 1, 1999. Replacing guidelines imposed by the Michigan Supreme Court in 1988, the new guidelines represent the state's best efforts at deciding an appropriate sentence for a specific crime. The guidelines were developed and recommended to the Legislature by the Sentencing Guidelines Commission, whose makeup was determined by law and which considered the potential impact of the

guidelines on the state's prison population.

Technical Rule Violation (TRV) Program - The TRV program was established to deal with the growing number of prisoners returned from corrections centers or parole to prison for minor rule violations. The first TRV center was opened in 1991, and since then two more centers have been opened. The program provides intensive programming, substance-abuse treatment, community service work and service on public works crews. If the prisoner completes the program successfully, he or she is returned to a corrections center or placed back on parole. This program reduces the number of corrections center inmates and parolees being returned to prisons and camps.

Truth in Sentencing - A 1998 state law which eliminates "disciplinary credits" and corrections centers for certain offenders and requires offenders to serve the entire minimum sentence in prison prior to being considered for parole. It replaces disciplinary credits with "disciplinary time" or bad time, which is accumulated for incurring misconducts while in prison. This bad time will not be formally added to the minimum sentence, but the Parole Board must consider the amount of time each prisoner has accumulated when it considers parole.

The new law applies to assaultive crimes committed on or after Dec. 15, 1998, and all other crimes committed on or after Dec. 15, 2000.

4. Facts and Figures

Year end 1999

- Number of prisons 41
- Number of camps. 14
- Prisoner population (Institutions and camps) 44,767
(up from 23,903 in 1988)
- Number of prisoners 17 and younger 231
- Number of parolees 13,135
- Number of probationers 50,570
- Number of offenders
in Corrections Centers (halfway houses) 907
- Number of Michigan prisoners
on Electronic Monitoring 1,146
- Total offenders supervised by MDOC 111,200
- FY 1999 budget \$1.6 billion

Corrections now receives 14.7% of state general revenue funding, up from just 3% in 1980.

- Number of staff -- 17,788 including 9,010 corrections officers.
(Corrections staffing represents 28% of the total state government workforce. In 1980, Corrections share of the state workforce was 7%.)

Some facts about Michigan prisoners at the end of 1999:

- 96 percent were males.
- The average age for men was 34 years old; the average age for women was 35.
- 54.7 percent were black; 41 percent were white; the rest include American Indians, Hispanics, and Asians.
- At the end of 1998 (the most recent year available), the largest minimum sentence of 60.7 percent of all prisoners was for an assaultive crime.
- At intake, approximately 63 percent of male and 71 percent of female prisoners self reported a history of substance abuse.
- At intake, about 50 percent reported they had not completed high school.
- 64 percent of those in prison were serving their first prison sentence.
- 42 percent of all prisoners are housed in medium security facilities (Levels II and III); 32 percent are housed in minimum custody (Level I); 11 percent are in close custody (Level IV); 4 percent are in maximum custody (Level V); the balance are in super max (Level VI), administrative segregation, detention or other types of housing, including reception centers.
- At the end of 1999, there were 4,207 offenders serving life prison terms in Michigan.
- At the end of 1998 (the most recent year available), the cumulative minimum sentence of prisoners (excluding lifers) in the system was 8.1 years.
- More than one-third of all prisoners were serving sentences of 10 years or more.
- The number of sex offenders in prison in 1999 increased by 63 percent since 1988 (3,575 to 9,756).
- Prisoner deaths in 1999:
 - homicides: 0
 - suicides: 7
 - natural causes: 83
- Number of paroles in 1999: 10,777
- 1999 prison commitments: 8,810

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- Cost per prisoner in 1999:
 - Minimum:** \$15,732
 - Medium/Close:**
 - √ Level II: \$18,575
 - √ Level III: \$20,922
 - √ Level IV: \$30,259
 - √ Multi-Level: \$19,385
 - Maximum:** \$33,949
 - Comparative costs:
 - Corrections Center: \$21,330
 - Electronic Monitoring: \$2,665
 - Parole/Probation Supervision: \$1,600
 - Technical Rule Violation: \$15,444

7. Placement Criteria

Community Residential Programs (CRP, Administrative Rule 791.4410)

Prisoners are rigorously screened and must meet stringent standards before being allowed into the program. All participants are tested for drug use prior to placement and at regular intervals while in the program. Prisoners must be classified to minimum custody in prison before being allowed to apply.

Additionally, a prisoner is disqualified if he or she:

- Is serving for a sex offense.
- Has a criminal history involving a sex offense, patterns of assault, recent serious mental disturbance or other behavior that indicates that the offender would be an unwarranted risk to the public.
- Is serving a life sentence.
- Was involved in organized crime.
- Is a “professional” criminal.
- Is a drug trafficker.
- Is designated as a very high risk for violence or serving for escape.

While in a community program, offenders must find a job, hold it through regular attendance or must attend all classes if in a training or academic program and be self-supporting as soon as possible. Offenders are required to pay the cost of room and board if in a center and the cost of electronic monitoring if on a tether.

A prisoner may be returned to prison for any major rule violation including use of drugs. Although nonviolent offenders are eligible up to two years before their earliest parole date, most offenders stay in the program for about six months before they are paroled.

Special Alternative Incarceration (SAI, Boot Camp, Department Policy Directive 06.04.105)

A person convicted of a felony is eligible for placement in the probationer SAI program if s/he meets all of the following requirements:

1. Has never served a sentence of imprisonment in a state

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- correctional facility.
 2. Would likely have been sentenced to imprisonment in a state correctional facility.
 3. The felony sentencing guidelines upper limit for the recommended minimum sentence for the person's offense is 12 months or more. This criterion does not apply if:
 - a. The offense is not covered by the felony sentencing guidelines.
 - b. The reason for the person being considered for placement is that he or she violated the conditions of probation.
 4. Is physically able to participate in the program.
 5. Has no evidence of a mental handicap that would prevent participation in the program.
 6. Has no pending felonies.
 7. Is not being sentenced for conviction of or the attempt to commit any of the following:
 - a. MCLA 750.145c - Child Pornography
 - b. MCLA 750.72 - Burning Dwelling House
 - c. MCLA 750.73 - Burning of Other Real Property
 - d. MCLA 750.75 - Burning of Insured Property
 - e. MCLA 750.520b - 1st Degree Criminal Sexual Conduct
 - f. MCLA 750.520c - 2nd Degree Criminal Sexual Conduct
 - g. MCLA 750.520d - 3rd Degree Criminal Sexual Conduct
 - h. MCLA 750.520g - Assault with Intent to Commit CSC
 8. Is not being sentenced for a crime for which probation is not available by statute, i.e., murder; treason; robbery while armed; or a major controlled substance offense except in cases where life probation may be imposed.

Camps

Prisoners excluded from going to a camp:

1. Prisoners serving for a sex offense
2. Prisoners considered a High Assaultive Risk, unless they

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3. have a positive parole date
Prisoners serving for Arson, unless it was an insurance scam, etc.
 4. Prisoners with pending felonies or immigration detainees
 5. Prisoners with an Escape From Prison charge, unless they have a positive parole date
 6. Prisoners serving a Life sentence

Outside Work Details (Department Policy Directive 05.01.140)

Security Level I prisoners housed in facilities approved by the Deputy Director, CFA, may participate in supervised details outside that or another facility's fenced areas, if they meet all of the following criteria:

1. Not serving for, or having a history of, a sexual offense or any offense which involved a sex offense;
2. Not classified as very high or potentially very high assaultive risk pursuant to PD 05.01.135 "Statistical Risk Screening";
3. Not serving a life sentence;
4. Not currently serving on an escape sentence or been found guilty of major misconduct for escape or attempted escape during a sentence for which the prisoner is still serving;
5. If serving for a crime of violence or assaultive crime including attempts or conspiracies, as defined in Administrative Rule 791.4410(1)(l), the prisoner must be either within 12 months of his/her earliest parole eligibility date (ERD) or have served at least one-half of his/her minimum sentence, whichever is less;
6. Within 48 months of ERD if serving for a non-assaultive offense;
7. Not sentenced as a habitual offender for a crime of violence or assaultive crime as listed in R 791.4410(1)(l);
8. If serving only a flat sentence pursuant to MCL 750.227b, the prisoner shall be within one year of the calendar release date;
9. If serving a sentence for arson and is assigned to a Level

I facility or housing unit other than a camp, may participate in the program when within two years of ERD if the circumstances of the offense did not result in injury or death nor was an attempt to injure or kill. If the offense did result in injury or death or was an attempt to injure or kill, the prisoner must be either within 12 months of his/her ERD or have served at least one-half of his/her minimum sentence, whichever is less;

10. Has no pending felony charges or felony or immigration detainers;
11. Has a physical and mental condition consistent with the demands of the program;
12. Has not been found guilty of a non-bondable major misconduct report while on public works, work pass or other assignment outside the fenced/walled area of a facility in the past, unless waived by the Deputy Director, CFA, or designee;
13. Has not been involved in felony or misdemeanor behavior while on public works, work pass or assignment outside the fenced/walled area of a facility;
14. Has demonstrated positive institutional adjustment showing a willingness to conform to the rules and regulations of the program and the facility as determined by the warden or designee;
15. Placement in the program will not occur if there is a documented objection to placement in a community program from a local official or if there is unusual notoriety surrounding the current offense;
16. Placement in the program may be denied or delayed by the warden following review of the overall institutional adjustment and criminal history of the prisoner; and,
17. Meets additional criteria as determined appropriate by the

6. OCC Grants to Michigan Counties

Michigan Department of Corrections Office of Community Corrections Summary of Budgeted Amounts for Comprehensive Plans and Services and Probation Residential Services In Fiscal Year 1999

Community Corrections Advisory Boards (CCAB)	Budgeted Amounts for Comprehensive Plans and Services and Probation Residential Services
BARRY/ALLEGAN	\$ 213,734.00
BAY	217,000.00
BERRIEN	351,440.00
CALHOUN	462,400.00
CASS	71,562.00
CLINTON	76,772.00
CENTRAL UPPER PENINSULA (Schoolcraft, Alger)	66,100.00
EASTERN UPPER PENINSULA (Chippewa, Mackinac, Luce)	127,000.00
EATON	191,558.00
GENESEE	1,529,000.00
GRATIOT	47,989.00
HURON	62,000.00
INGHAM	826,475.00
ISABELLA	80,395.00
JACKSON	353,400.00
KALAMAZOO	1,689,179.00
KENT	2,062,243.00
LAKE	30,384.00
MACOMB	855,600.00
MARQUETTE	131,700.00
MASON	44,800.00
MECOSTA	62,000.00
MIDLAND	190,600.00
MONROE	219,100.00
MONTCALM	140,000.00
MUSKEGON	716,300.00
NORTHERN MI COUNCIL OF GOV'T (Cheboygan, Otsego, Crawford, Oscoda, Iosco)	175,300.00
NORTHWEST MI COUNCIL OF GOV'T (Benzie, Manistee, Wexford, Missaukee, Kalaska)	419,754.00
OAKLAND	2,615,842.00
OSCEOLA	40,000.00
OTTAWA	298,270.00
SAGINAW	991,900.00
SANILAC	58,000.00
ST. CLAIR	758,400.00
ST. JOSEPH	699,600.00
THIRTEENTH CIRCUIT COURT (Leelanau, Grand Traverse, Antrim)	288,291.00
THIRTY-FOURTH CIRCUIT COURT (Roscommon, Ogemaw, Arenac)	178,800.00
TWENTY-SIXTH CIRCUIT COURT (Presque Isle, Montmorency, Alpena)	196,900.00
THUMB (Lapeer, Tuscola)	159,500.00
TRI COUNTY (Houghton, Keweenaw, Baraga)	111,800.00
VAN BUREN	41,815.00
WASTENAW	745,900.00
WAYNE	6,397,000.00
WEST CENTRAL U.P. (Ontonagon, Gogebic, Iron, Dickinson, Menominee, Delta)	325,178.00
TOTAL	\$25,320,981.00

